

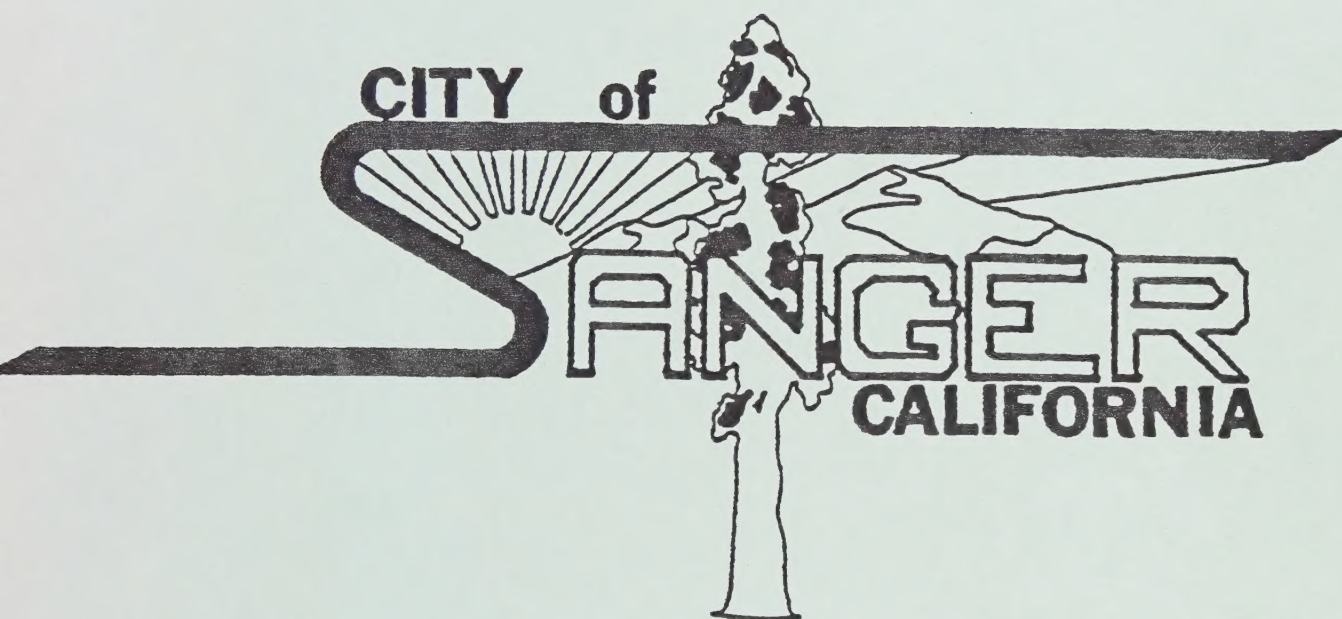
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GENERAL PLAN

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CITY
of
SANGER

General Plan
1988

Adopted: September 6, 1988

GENERAL PLAN CITY OF SANGER CALIFORNIA

**Adopted City Council
Resolution No. 2344
September 6, 1988**

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AMENDMENTS

Amendment	Old Page #	New Page #	Change	Adoption Date
GPA 88-2	NA	NA	LAND USE MAP	
GPA 88-3	NA	NA	LAND USE MAP	
GPA 89-1	NA	NA	LAND USE MAP	
GPA 89-2	NA	NA	LAND USE MAP	2/6/90
GPA 89-3	NA	NA	LAND USE MAP	2/6/90
GPA 90-1	NA	NA	CIRCULATION MAP	12/20/90
GPA 90-2	NA	NA	LAND USE MAP	12/20/90
GPA 91-1	3-14 to 3-50	3-17 to 3-65	Update P & R Element	3/21/91
GPA 91-2	3-16	3-19	3.2.a.1.a.3	3/21/91
GPA 91-3	NA	NA	LAND USE MAP	7/3/91
GPA 91-4	3-28 to 3-32	3-35 to 3-41	Update Housing Element	12/19/91
GPA 91-5	NA	NA	LAND USE MAP	7/11/91
GPA 92-1	NA	NA	LAND USE MAP	8/6/92
GPA 92-2	3-3 3-4, 3-9	3-4 3-2 to 3-12	Table 3-1 (Matrix) 3.1.b and 3.1.c	8/6/92
GPA 92-3	NA	NA	LAND USE MAP	8/6/92
GPA 92-4	NA	NA	NA	NOT ADOPTED
GPA 92-5	NA	NA	LAND USE MAP	

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Introduction

CHAPTER 1

INTRODUCTION

1.1 General Plan Requirements

The California Government Code (Sections 65300 and 65302) requires each local jurisdiction to adopt a comprehensive general plan. The plan should also include lands outside the jurisdiction's boundaries important to its development and planning.

Seven general plan elements containing development policies, maps and text setting forth goals, objectives and plan proposals are mandated by state law. These elements are:

Land Use

Designates the general location of land for residential, commercial, industrial, public and other uses. Includes statements regarding population density and building intensity for each use designated by the element.

Circulation

Designates major and minor transportation routes, both proposed and existing, as well as bicycle routes and public transit proposals. The circulation element is directly related to the land use element.

Housing

Provides standards and plans for improvement of existing housing and for provision of new housing for all economic segments of the population.

Conservation

Provides for long range conservation and use of natural resources including air, water, soils, rivers, wildlife, minerals and other natural resources.

Open Space Provides for the preservation of natural resources and adequate outdoor recreation opportunities to the public.

Noise

Identifies noise levels from existing and proposed transportation systems including major streets, railroads, transit systems, airports, and other noise generators.

Safety

Describes provisions for protecting the general public health and safety including fire protection, emergency evacuation and seismic safety.

All mandatory elements are presented in this document; seismic safety policies, however, are part of a larger five-county study and are contained in a separate document. The Conservation, Open Space, Noise and Safety Elements have been combined into a single Environmental Resources Management Element to present a more concise policy statement. An optional Community Design Element includes proposals to promote the character and livability of the city.

1.2 Relationship of the General Plan Elements

The Land Use Map depicts the proposed pattern and intensity of land uses and is a composite of the goals and policies of the general plan. The text of the plan must be referred to for a complete understanding of the purposes, intentions and development requirements embodied in the Land Use Map.

The general plan elements are interdependent. Together they provide the policy framework needed to direct development within Sanger and its area of influence. The relationship, for example, between land use and circulation is clear, as settlement patterns affect transportation. There are also relationships between conservation of natural resources and open space, and between public safety and seismic safety. The separate elements are legally equal, but they are not necessarily equal in significance or impact on the City. Land use and circulation are the most fundamental elements, since all other elements are in some way related to the land use and circulation systems.

The elements of the Sanger General Plan serve as a practical basis for local decision-makers to determine development patterns in the city. Consistent with this objective, these elements are incorporated into a single document to allow understanding and use by the planning commission, city council, and general public.

Planning Area Overview

CHAPTER 2

PLANNING AREA OVERVIEW

The City of Sanger, as shown in Figure 2-1, is located in the central San Joaquin Valley, approximately fifteen miles east of the City of Fresno and two miles west of the Kings River. Figure 2-2 depicts the planning area boundary which has been expanded from the 1983 general plan to include lands needed for long range population growth. The total Planning Area contains approximately 9 square miles.

2.1 Population and Economic Characteristics

In 1987, 14,700 persons resided within the City of Sanger. The unincorporated urban fringe had an estimated population of 1,000, bringing the total Planning Area population to about 15,700. The following table summarizes historic population growth in the City with projections to the year 2000. Sanger has grown at an annual rate of approximately 1.7% since 1970. Over the same period, Fresno County also experienced an annual growth rate of about 1.7%. The population of the City of Sanger represents 2.6% of the total county population. Projections indicate an increase in the average growth to about 2.3% per year over the planning period.

TABLE 2-1

Historic and Projected Population Growth City of Sanger

<u>Year</u>	<u>Population</u>
1950	6,500
1960	8,071
1970	10,088
1980	12,542
1987	14,700
1990	15,750
2000	19,800

Sources: U.S. Census of Population, 1950, 1960, 1970, 1980,
and Sanger Planning Agency

FIGURE 2-1
REGIONAL LOCATION

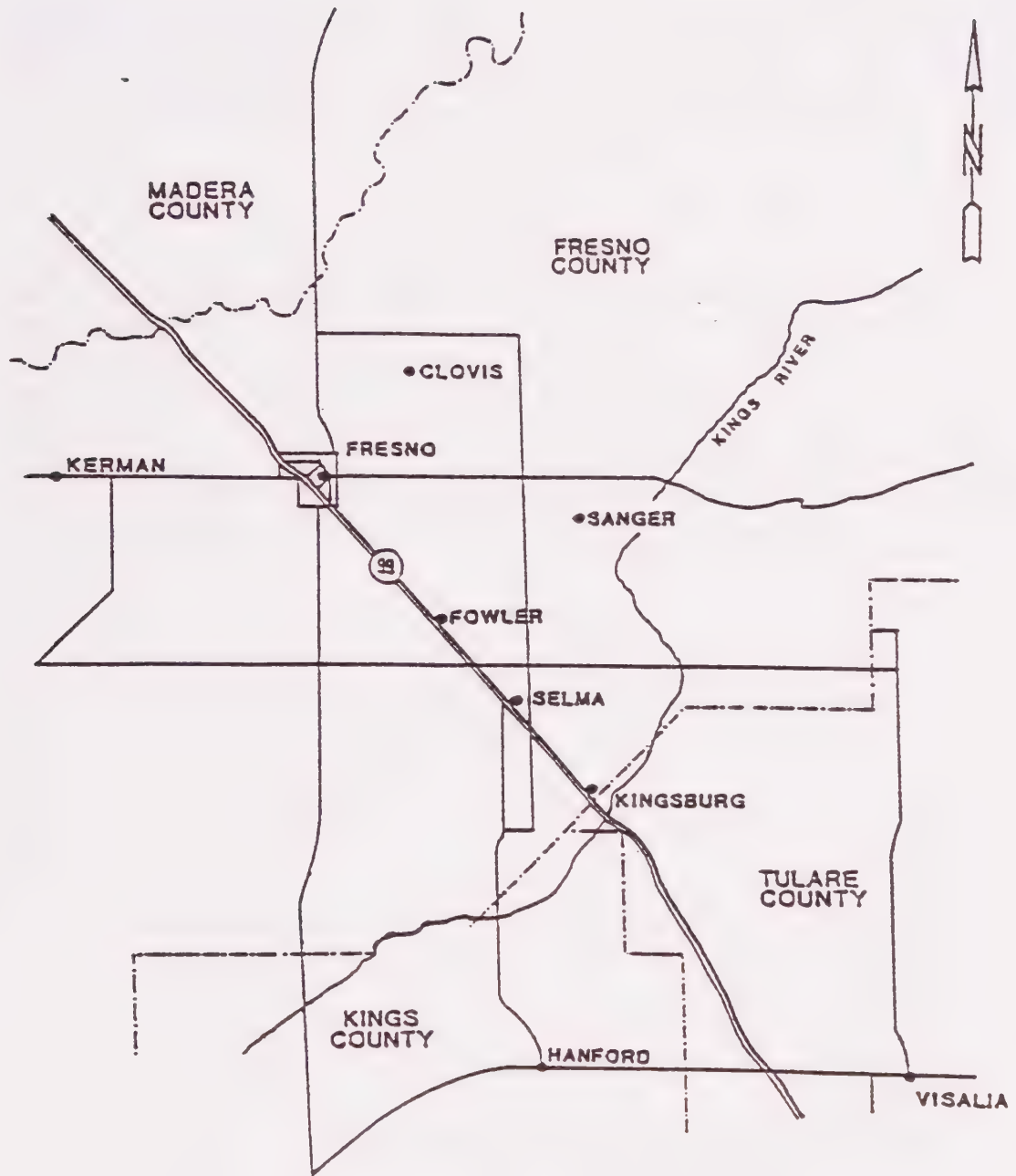
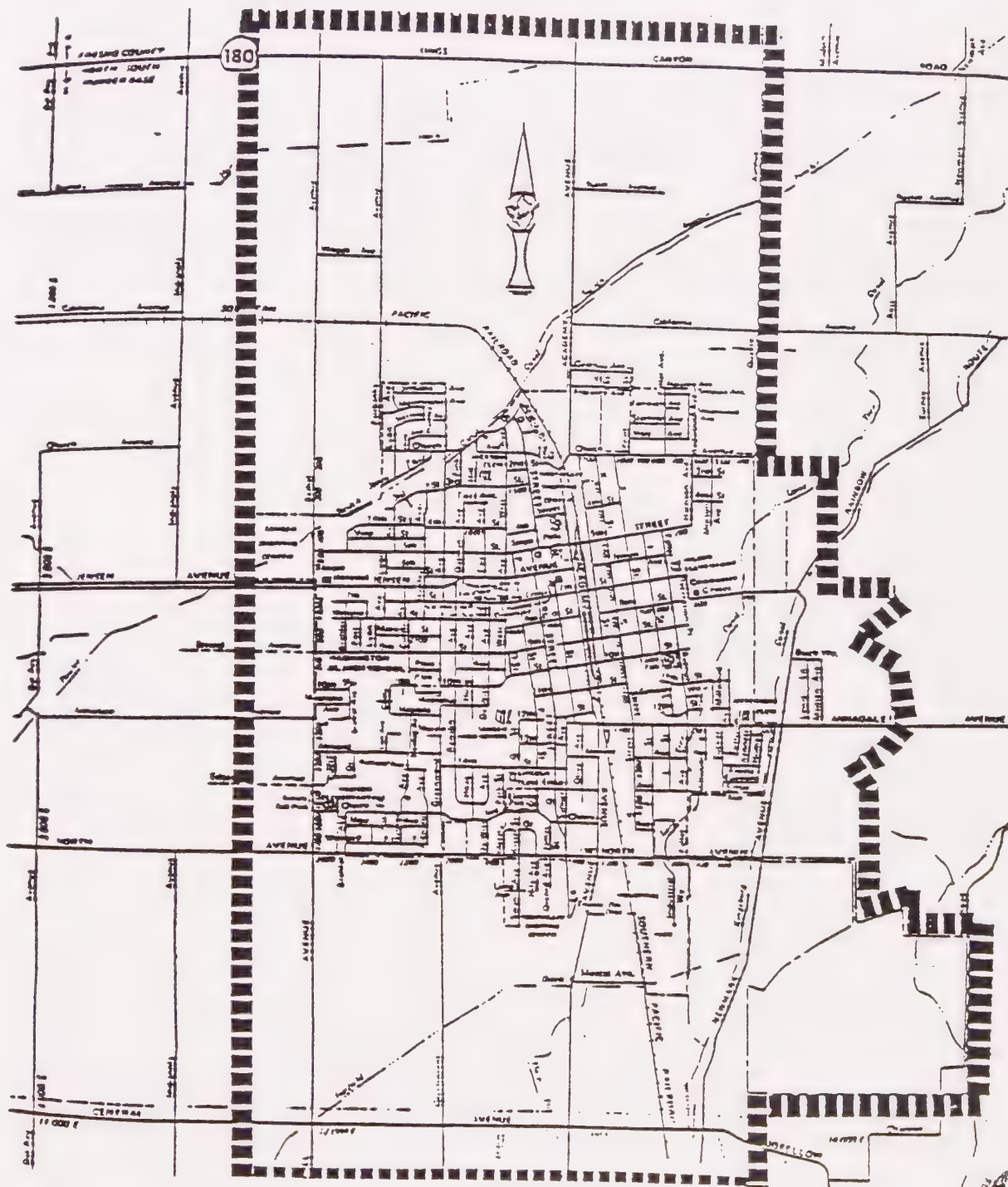


FIGURE 2-2
PLANNING AREA BOUNDARY



The following table summarizes the ethnic composition of Sanger's population according to the 1980 census. Ethnic composition is not expected to change substantially in the next several years.

TABLE 2-2
Ethnic Group Distribution
City of Sanger and Fresno County

<u>Ethnic Group Designation</u>	<u>Percentage of population: City of Sanger</u>	<u>Percentage of population Fresno County</u>
Mexican American	63.30	29.30
Caucasian	31.20	61.60
American Indian	.50	.95
Black	.04	4.90
Oriental	2.20	2.80
Unknown	2.80	.48

Source: 1980 Federal Census

The local economy is heavily based on agriculture and agricultural industries. Fresno County estimated in 1980 that 34.3% of the total work force was employed in agriculture, 19.9% was employed in manufacturing, and 20.7% was employed in wholesale or retail trade. By 2000, however, it is projected that only 12.2% of the work force will be employed in agriculture. Increased mechanization, labor-saving production methods, and less labor-intensive crops will lead to this decline. The need to diversify the local economic base is underscored by this declining employment trend, as well as by seasonal fluctuations in employment.

Although local retail trade must compete with regional uses in the Fresno-Clovis area, commercial activity in Sanger has historically been reasonably stable.

2.2 Housing Characteristics

The number of dwelling units in Sanger increased from 2,941 in 1970 to 3,884 in 1980, an average annual increase of 94.3 units. The County's average annual increase during this period was 4.1% and the state's 3.2%.

Although the predominant type of dwelling continues to be the conventional single-family home, its predominance has been steadily declining. Growth rate comparisons of the three basic dwelling types in Sanger illustrates that single family homes increased only 10.7% between 1970 and 1980 while multiple-family units experienced a significantly higher increase of 172.2%. Construction of a mobile home park increased the number of this dwelling type from 2 to 61 during the same time period.

TABLE 2-3
Total Dwelling Units by Type of Structure
City of Sanger

1970 - 1980

<u>Dwelling Type</u>	1970		1980		% increase <u>1970-80</u>
	<u>Units</u>	<u>% of Total</u>	<u>Units</u>	<u>% of Total</u>	
Single-Family	2,586	87.9	2,862	73.7	10.7
Multi-Family	353	12.0	961	24.7	172.2
Mobile Homes	<u>2</u>	<u>0.1</u>	<u>61</u>	<u>1.6</u>	<u>2,950.0</u>
Total Year-round dwelling units	2,941	100.0	3,884	100.0	32.1

Source: U.S. Bureau of Census 1970, 1980

2.3 Household Characteristics

Census data indicates that Sanger's households increased by 877 during the period 1970-1980, a 30.4% increase. Between 1970 and 1980, home ownership within Sanger decreased by 0.4%. Primary reasons for the decline were the larger number of apartment units being constructed and the growing inability in recent years of many households to purchase homes.

The proportion of the City's housing comprised of multifamily units increased steadily from 14% in 1970 to 19% in 1980. The 608 multifamily units constructed during this period (64.5% of all new construction) can be attributed to latent demand during previous years when multifamily construction was very low.

Although the number of mobile homes has been relatively small in comparison to single and multi-family units, the high rate of increase in mobile homes suggests this component of the housing stock will become more significant. Sanger has an existing 130 space mobile home park.

The steady decline in average household size in Sanger parallels a state trend toward smaller families. In 1970, the average number of persons per household in Sanger was 3.50; the average household size dropped to 3.29 in 1980. This is still substantially higher than the Fresno County average of 2.8 and is characteristic of agricultural communities.

TABLE 2-4

**Average Number of Persons Per Occupied Dwelling Unit
1970 - 1980**

	<u>1970</u>	<u>1980</u>	<u>% Increase 1970-80</u>
California	2.95	2.68	-9.2
Fresno County	3.20	2.82	-11.8
Incorporated Cities	3.03	2.72	-10.2
Unincorporated Areas	3.46	3.02	-12.7
Sanger	3.50	3.29	- 5.5

Source: U.S. Bureau of Census 1970, 1980.

The vacancy rate is a measure of the general availability of housing. A low vacancy rate suggests families may have difficulty finding housing within their price range; a high rate may indicate an oversupply of housing units. Sanger's low vacancy rate in 1980 of 1.1% for owner-occupied units and 4.6% for renter-occupied units was lower than a healthy market rate of 2% for owner-occupied units and 6% for renter-occupied units. Since 1980, there has been a significant increase in housing construction to counteract the low vacancy rate.

Elements of the General Plan

Land Use

Circulation

Housing

Environmental Resource Management

Community Design

CHAPTER 3

ELEMENTS OF THE GENERAL PLAN

3.1 Land Use Element

The Land Use Element is a guide to orderly development of the community and designates the general distribution of land for housing, business, public buildings and grounds, and other categories of public and private land use. The element establishes standards of population density and building intensity and consists of the plan text as well as the foldout Land Use Map.

3.1.a. Goals for the Sanger Planning Area

Goals give meaning to short and long-range direction for policy action. They also express what the community is capable of achieving over time. The standard of living and the quality of life available will be influenced by public policies which reflect sensitivity to environmental quality. The following goals present the policy direction framework for the individual elements which follow.

1. The quality of living should be preserved and enhanced by preventing degradation of the natural and man-made environment, and by taking steps to off-set degradation which may already have occurred.
2. Urban growth should be accomplished in a manner which assures equal opportunity for existing residents, for racial and ethnic minorities and for people of low and moderate income in the provision of public services and housing.
3. Policies and proposals of the General Plan should seek to expand job-creating activities needed to support population growth, housing construction and the delivery of public services. Opportunities for improving the economic base should be pursued.
4. Ultimate expansion of the city as depicted on the Land Use Map is to be phased to create a physical form and character which improves the qualities and functions of the community.
5. Within the Central Business District, efforts should continue to preserve historic buildings, to enhance the mix of residential, commercial and industrial uses and to capitalize on the potential for attracting growth while maintaining a small town atmosphere.
6. New development is to reflect high levels of community design and image. Development regulations are to be established which express appropriate concern for environmental quality through site planning, architectural design, use of signs, and the maintenance of public and private buildings and sites.

3.1.b. Objectives, Policies and Standards of the Land Use Element

Objective 1: Provide for the reasonable and logical future growth of the City.

Policies, Standards

In cooperation with LAFCO, adopt a:

- a. Sphere of influence which includes the territory to be ultimately annexed by the City over the next 20 years.
- b. Develop a phased program of annexing all lands depicted for future urbanization on the Land Use Map in order to assure efficient governmental management of the urban pattern.
- c. Allow urban or institutional development only upon annexation to the City. Extension or urban services without annexation is prohibited, with the exception of a single family home on a recorded lot.
- d. Phase future urbanization to avoid unnecessary land use fragmentation. This includes concentration on the "in-filling" of vacant lands by-passed by urban development.
- e. Continue the City's involvement in revitalization of under-utilized lands. Key areas are located east of Faller Avenue between Annadale and Church, north of Church between Academy and Harrison, and south of Annadale between "K" Street and Newmark. Efforts shall include the provision of urban services and private development incentives.
- f. A specific plan shall be prepared for the major new growth area north of California Avenue to accommodate a portion of expected population increases.

Objective 2: Promote a well-balanced mix of residential, commercial, industrial, open space, and public facility uses which will create and maintain a high quality environment.

Policies, Standards

- a. The compatibility or conditional compatibility between the various land use designations of the General Plan and the Zone Districts contained in the Zoning

Ordinance shall be as indicated in Table 3.1; The Plan and Zone Consistency Matrix.

- b. A zone district shall be determined to be consistent with a land use designation when such zone district is specified as compatible in the Plan and Zone Compatibility Matrix.
- c. A zone district may be determined to be consistent with a land use designation when such zone district is specified as conditionally compatible on the Compatibility Matrix and the following criteria are met:
 - (1) In no case shall the maximum density of the plan designation be exceeded.
 - (2) For a single family development that is not a Planned Unit Development, a subdivision map shall be submitted with the rezoning request.
 - (3) For a Planned Unit Development or apartment development, a development plan shall be submitted with the rezoning request. The development plan shall include:
 - A site plan as defined by the Zoning Ordinance;
 - Elevations of all sides of all buildings;
 - Floor plans of all buildings indicating all proposed uses and their square footage.
 - (4) The density (units per acre) prescribed for an existing or proposed zone district shall not be transferred to another existing or proposed zone district unless the transfer is approved as part of a planned unit development which includes all zone districts involved in the proposed density transfer.
 - (5) The proposed change of zone district and use shall not adversely affect the relationship between uses and densities designated by the applicable plans for surrounding properties.
 - (6) The specific circumstances exist relative to the zone district and plan designation which are stated in subsection d, below, corresponding to the footnote number in the Plan and Zone Compatibility matrix.

Table 3.1
PLAN AND ZONE COMPATIBILITY MATRIX

<div> <div>ZONE</div> <div>DISTRICTS</div> </div>																					
DESIGNATION	UR	RA	R-1-15	R-1-10	R-1-7.5	R-1-6	RM 2.5	RM 2.5s	RM 1.5	RM 1.5s	RM 1	TP	CP	C1	C2	C3	C4	CM	ML	MH	RSC
Agriculture	●	●																			○10
Very Low Dens. Res.			●	○3																	○10
Low Dens. Res.	○1		○3	●	○3																○10
Med Low Dens. Res.	○1			○3	●	○3															○10
Med Dens. Res.	○1			○3	○3	●	○4	○4													○10
Med. High Dens. Res.	○1						●	●	○4	○4	○4	○3									○10
High Dens. Res.	○1						○3	○3	●	●	●	○3									○10
Office Commercial	○1												●								○10
Neighborhood Comm.	○1													●							○10
Community Comm.	○1														●						○10
Central Commercial	○1										○5					●	○6				○10
General Commercial	○1																●	○7			○10
Light Industry	○1																	○8	●		○10
Heavy Industry	○1																	○8	○9	●	○10
Parks & Open Space	○1	○11			○11	○11	○11	○11	○11	○11	○11										●
Public Facilities	●1	○11		○12	○12	○12	○12	○12	○12	○12	○12		○12	○12	○12		○12	○12	○12	○12	●
Schools	○1	○11			○11	○11	○11	○11	○11	○11	○11										●

● = Compatible ○ = Conditionally Compatible Empty Square = Not Compatible

- d. The circumstances under which the zone districts identified in the Plan and Zone Consistency Matrix as being conditionally compatible with a land use designation can be determined to be consistent with that designations are as follows:
- (1) The UR (Urban reserve) District is consistent with all designations as a temporary holding zone.
 - (2) The RA (Residential Agriculture) District is consistent with the Medium Low Density Residential Designation within 1/4 mile of agricultural designations.
 - (3) The indicated Zone District is consistent with this Designation only in conjunction with a subdivision or Planned Unit Development proposal which does not exceed the defined maximum density of the designation.
 - (4) The indicated residential Zone District is consistent with this Designation only in conjunction with an existing legally established residential use which would be non-conforming within the compatible zone district.
 - (5) The RM-1 Zone District is consistent with the Central Commercial Designation in conjunction with a Conditional Use Permit proposal to allow 30 units or more per acre.
 - (6) The C-4 Zone District is consistent with the Central Commercial designation only adjacent to Academy Avenue.
 - (7) The C-M Zone District is consistent with the General Commercial designation only adjacent to or across the street from Industrially designated areas.
 - (8) The C-M Zone District is consistent with this designation only adjacent to arterial or collector streets.
 - (9) The M-L Zone District is consistent with the Heavy Industry designation to serve as a buffer adjacent to less intensive designations.
 - (10) The RSC Zone District is consistent with all land use designations to accommodate public facilities necessary to serve the community.

- (11) The indicated residential Zone District is consistent with the Parks & Open Space and School Designations only in conjunction with the expansion of an existing use.
- (12) The indicated zone district is consistent with the Public Facilities designation only in conjunction with the expansion of an existing public facility.

Objective 3: Allow for the development of a wide range of residential uses in the City.

Policies, Standards

- a. Promote innovative site planning techniques that contribute towards provision of a variety of residential product, style and designs.
- b. A planned unit development ordinance shall be developed which offers a density bonus provision of up to 30% at the discretion of the City. Granting of all or part of the bonus will depend on such factors as quality of design, provision of adequate open space, compliance with off-street parking requirements of the Community Design Element, and provision of other amenities and facilities.
- c. Encourage planned residential and/or planned unit developments that provide adequate open space, recreational facilities, off-street parking, interior circulation patterns and other amenities and facilities.
- d. Permit manufactured and modular housing developments as alternative housing opportunities when appropriate public services and compatible adjacent land uses are present.
- e. Promote inclusion of housing opportunities in the Central Commercial designation as part of a mixed-use concept.

Objective 4: Provide for the development of conveniently located commercial.

Policies, Standards

- a. Ensure that all residential areas are adequately provided for in terms of day-to-day shopping needs including convenience goods, food, and personal services.

- b. Promote the consolidation of existing free-standing commercial outlets where appropriate.
- c. Locate new community commercial uses along major traffic ways in consolidated centers that utilize common access and parking for commercial uses, discourage the introduction of strip commercial uses and require adequate pedestrian links to residential areas.
- d. Regard neighborhood commercial sites in newly developing areas as defining an approximate 10 acre site which is a maximum available for retail commercial uses at that intersection. Neighborhood commercial uses can be developed in part or in whole on any available corner of that intersection.
- e. Improve commercial site planning standards to enhance appearance and preserve the integrity of nearby residential areas. Design standards should relate to architectural design, signage and landscaping.

Objective 5: Develop industrial uses which are compatible with adjacent land uses.

Policies, Standards

- a. Promote consolidation of industrial uses into comprehensively planned industrial parks.
- b. Make public facilities available to planned industrial sites in accordance with the city-wide set of capital improvement priorities.
- c. Encourage access from industrial areas to a range of transportation modes including surface streets, truck routes, rail and air.
- d. Plan industrial uses in close proximity to residential areas for the least intense industrial category.
- e. Ensure that industrial development creates no significant off-site impacts concerning access and circulation, noise, dust, odors, visual features and hazardous materials.
- f. Promote a mix of industrial uses that provide the City with a sound, diverse industrial base.

- g. Discourage residential encroachment on existing industrial uses. Where new residential development is proposed adjoining industrial, the subdivision developer shall be required to provide an architectural transition for the benefit of future residents. (See Policy 7b.)

Objective 6: Promote development of the Central Business District which includes retail commercial, office/professional, civic center, recreational and other appropriate uses to establish a focal point for the City.

Policies, Standards

- a. Implement the conceptual Central Business District Redevelopment Plan that:
 - (1) Attracts and accommodates growth
 - (2) Maintains the existing small town atmosphere
 - (3) Compliments a balance and mix of land uses
 - (4) Maintains and enhances downtown attractiveness
- b. Encourage a public/private partnership in the development and implementation of the Central Business District Redevelopment Plan.

Objective 7: Minimize land use conflicts and maximize mutual benefits between adjacent land uses in the City.

Policies, Standards

- a. Undertake a comprehensive review and revision of the existing zoning ordinance to ensure it is compatible with and implements the General Plan.
- b. As a component of the zoning ordinance revision, a Precise Plan Zone overlay shall be implemented to regulate specific site development and reduce potential impacts at the interface of potentially incompatible land uses.
 - (1) A Precise Plan may contain regulations relating to the location, height and bulk of buildings; buildable area and open space; traffic control, arrangement and design of streets, pedestrian ways and parking areas; and screening of uses by fencing or landscaping.

(2) The Precise Plan Zone may be established at any time, either as a part of the proceedings to establish or change a zone district, or with respect to any established zone.

- c. Encourage an innovative mix of land uses when such a mix could enhance the viability of development while requiring common public services and comprehensive site planning.

Objective 8: Provide urban services in a logical and efficient manner consistent with need and financial capability.

- a. Prepare master plans for sewer, water and drainage improvements showing existing facilities and proposed improvements.
- b. Establish and implement a 5-year Capital Improvement Program to improve existing public facilities and develop necessary new public facilities.
- c. Ensure that land divisions and developments are approved only when a project's improvements, dedications, and fees fully cover incremental costs to the City and other agencies. Such improvements and facilities include parks, bridges, major streets, traffic signals, street lights, drainage systems, sewers, water, flood control, fire, police, schools, hiking/bicycle trails, and other related facilities.
- d. Require that new industries which generate high levels of organic or inorganic wastes either pre-treat wastes at the industrial site, or contribute fairly toward the costs of sewage system maintenance.
- e. Develop programs for the reclamation and reuse of treated sewer effluent for irrigation purposes.
- f. Within new development, provide temporary on-site drainage prior to completion of master drainage basins, or where intervals in curb and gutter exist so that continuous flow to basins is not possible.
- g. Consider providing public cost-sharing or public services under certain circumstances to encourage desirable and innovative development within the City.
- h. Require the placement of utility lines underground where feasible.

- i. New school and park sites shown on the Land Use Map are schematic only. Exact locations will be determined when funding for land purchase is available and according to the provisions of the Subdivision Map Act.

3.1.c. Land Use Classifications

The following section describes the intent of each of the land use categories on the Land Use Map. Each residential category indicates an allowable range of development density deemed reasonable and desirable for areas within the City. The maximum density indicated defines the maximum number of units per gross acre that residential development can achieve within a given area. Residential development need not provide the minimum number of units per gross acre indicated by a residential density range to be found consistent with the General Plan. The minimum density figure, however, is intended to encourage the location of certain product types and densities consistent with adjacent land uses, access, public services and environmental concerns.

- The project should comply with specific goals, objectives and policies of the General Plan and avoid environmental hazards, maximize public safety and achieve high quality site planning and design.
- Impacts on existing public facilities such as roadways, schools, and sewer and water systems should be mitigated where possible.
- On-site amenities should be provided that will contribute to the livability of the project and enhance the community character.

Residential

1. Very Low Density Residential

(Up to 2.9 dwelling units per gross acre)

The Very Low Density Residential designation is intended for residential development characterized by larger estate-size single-family residential lots one third to one-half acre in size or larger. The average density for this designation is 2.3 dwelling units per acre.

2. Low Density Residential

(Up to 4.35 dwelling units per gross acre)

The Low Density Residential land use designation provides for a land use pattern characterized by single-family residential development with lot sizes larger than those within medium density. The usual residential pattern found in such areas is standard subdivision development with lot sizes generally of 10,000 to 12,500 square feet.

3. Medium-Low Density Residential

(Up to 5.81 dwelling units per gross acre)

The Medium low Density Residential designation provides for a land use pattern characterized by single family residential development with lot sizes intermediate between the Low Density Designation and the Medium Density Designation. The typical residential development in such areas consists of lots ranging from 7,500 square feet to 10,000 square feet in size.

4. Medium Density Residential

(Up to 7.26 units per gross acre)

The medium density residential designation provides for a land use pattern of predominantly single-family development as permitted in the R-1-6 district. This designation also provides for innovative designs which utilize clustering, zero lot line, or planned development features.

5. Medium-High Density Residential

(Up to 17.42 units per gross acre)

This category provides for a land use pattern characterized predominantly by multiple family residential development. The typical residential pattern ranges from the duplex to the large scale apartment development. Areas designated medium-high density residential are often near of adjacent to single-family neighborhoods. In such cases, it is important that multi-family projects are developed in a manner that reduces or eliminates potential adverse effects on single-family uses.

6. High Density Residential

(Up to 43.56 units per gross acre)

The high density residential land use category provides for the highest residential densities permitted in the city. It is intended that this category utilize innovative site planning, provide on-site recreational amenities and be located near major community facilities, business centers, and streets of at least collector capacity.

Commercial

1. Neighborhood Commercial

The neighborhood commercial land use designation provides for a cluster of commercial establishments serving the everyday convenience goods and personal service needs of a defined neighborhood.

2. Community Commercial

The community commercial land use designation provides for a cluster of commercial establishments servicing needs similar to the neighborhood commercial centers, but also offering general merchandise, variety, and specialty items.

3. General Commercial

This designation provides for commercial areas with a wide range of retail and service activities along major traffic corridors.

4. Central Commercial

This designation is intended to provide the City with a mixed use activity center oriented towards the Central Business District. This designation shall be developed under the Central Business District Redevelopment Plan which includes commercial, civic, park/open space and residential uses. The intent of the conceptual plan is to provide the City with detailed land use and appropriate development regulations consistent with the General Plan.

5. Office Commercial

This designation provides for office development which includes medical, dental, law, or other professional offices. Commercial uses contemplated as part of this category include business support services and support restaurant and medical services.

Industrial

1. Light Industrial

This category establishes light industrial areas where uses such as fabricating, assembly, research and development, electronics, low intensity warehousing and other such similar industrial uses are appropriate. All work, materials and equipment storage is generally conducted indoors to reduce potential impacts on adjacent uses. Light industrial is appropriate as a buffer between heavy industrial and non-industrial uses and where the site is visible from residential areas or major streets. Special landscaping, enclosures and other site development standards are appropriate.

Industrial park development is intended on larger parcels to create distinct districts of industrial, office, and support uses. Such areas should have adequate off-site access to major transportation facilities, as well as efficient internal circulation.

2. Heavy Industrial

Heavy industrial allows for a range of activities including manufacturing, wholesale distribution, large storage areas and other non-hazardous industrial uses. Areas developed under this designation should be located with direct access to major roads or freeways and/or be located in areas generally unsuitable for residential use.

Public Facilities

1. Public Buildings and Grounds

This designation indicates areas owned and maintained by public or publicly controlled agencies such as the City, school district and other agencies.

2. Park and Open Space

This designation determines areas of permanent open spaces, parks and/or areas precluded from major development.

Agricultural

The agricultural designation provides for the preservation of agricultural land while discouraging premature conversion of such land to urban uses. Activities inconsistent with the long-term maintenance of agricultural production are discouraged.

SPA - Specific Plan Area

This designation requires preparation of a Specific Plan consistent with Section 65451 of the California Government Code. The Specific Plan includes:

- The location of, and standards for, land uses and facilities;
- The location of, and standards for, streets, roads and other transportation facilities;
- Standards for population density and building intensity and provisions for supporting services;
- Provisions for implementing the open-space element;
- Other appropriate measures.

The City of Sanger Community Services and Development Department shall work in a cooperative effort with landowners and provide for public participation in the planning process.

3.1.d. Existing Conditions

Residential

Residential development has historically been predominantly single-family. The detached single-family home is a major contributing factor to the "small town" character and quality of life enjoyed by Sanger's residents. Since 1960, however, there has been an increasing trend toward multi-family housing construction. The 1960 census found that 96% of all dwelling units were single-family. By 1980, the housing stock was 75% single-family and 25% multi-family.

The trend towards multi-family housing in Sanger, as elsewhere, is principally caused by the increasing cost of single-family housing. The Housing Element projects that slightly more than 1,200 new housing units will be required to accommodate anticipated population growth by 1990. Of these new units, the City projects that approximately one-half will be multi-family. An important issue for the City is how to provide for higher density, while at the same time preserving the quality of life enjoyed by local residents accustomed to the amenities and community as a whole.

Residential development surrounds the Central Business District with oldest housing closest to the downtown and progressively newer housing emanating outward to the

City's perimeter. The housing stock surrounding the downtown and east of Academy Avenue, between Jensen Avenue and 10th Street, represents a mix of densities. Concentrations of multi-family residential use are located along Bethel Avenue south of Jensen; south of Edgar Avenue and east of "J" Street; on "K" Street, between 3rd and 4th Streets; in the vicinity of "O" Street and Church Avenue and 4th Street; and in the vicinity of 3rd and 4th Streets near "O" Street and Sanger Avenue. Other multi-family developments are scattered throughout the community.

Recent single family construction has been occurring in the western and northwestern areas of the community. Open land for potential subdivision is available in the north-east, northwest and the southwest. It is estimated that within the boundaries of the 1983 General Plan, about 500 acres of vacant land suitable for residential development is available, including some 200 acres within the City limits.

The City is projected to increase in population by 5,100 persons over the planning period. The existing planned urban area has 2,245 acres which now accommodate a population of 14,700 persons. This is an overall ratio of 153 acres per 1,000 residents. Using this ratio, 780 acres of open land will be needed to accommodate population growth to the year 2000. This figure does not consider excess lands needed to provide flexibility and choice in the real estate market place. Using a "flexibility factor" of 50%, up to 1,200 acres of new land should be made available for expected growth. Subtracting the 500 acres of currently vacant land designed for residential uses on the 1983 General Plan, indicates that up to 700 acres of new lands should be designated for urban use to accommodate growth through 2000.

Commercial

There are four primary commercial centers in the community: the Central Business District; the Sanger Shopping Center, located at Jensen and Bethel Avenues; the Northgate Shopping Center, located on Academy Avenue at 4th Street; and the Southgate Shopping Center, located at North and Academy Avenues. Additional commercial and office uses occur at other locations, most notably the commercial/industrial strip long Academy Avenue, and a mix of service, retail and office uses along Jensen Avenue from Academy to Bethel. Small neighborhood commercial uses are scattered throughout the community.

Based on projected population growth, and estimated expansion capacity of existing centers, commercial space requirements were generated for thirteen categories of commercial use and calculated through 2000. The acreage necessary to accommodate this projected commercial development is summarized in the following table.

TABLE 3-2

**Additional Commercial Acreage Required by
City of Sanger**

<u>Commercial Category</u>	<u>Acres</u>
Banks, business offices, all retail (except food), and personal services	8.3 acres
Food stores	2.9 acres
Commercial automotive repair and service	7.3 acres
Total	18.5 acres

Industrial

Industrial development is concentrated in a strip east of Academy Avenue and the Southern Pacific tracks running from Church Avenue to North Avenue; and east of Academy south of North. The Industrial mix includes agricultural packing and processing facilities, manufacturing, warehousing and a winery. Approximately 200 acres are now zoned for industry.

Land use within the southeast industrial area is governed by the Southeast Sanger Area Specific Plan. This industrial concentration is advantageous to Sanger in several respects. Industrial uses here neither encroach upon nor are threatened by nearby homes. Good road and rail access are available, and prevailing winds minimize potential impacts for industrial odor and noise.

The placement of industrial development is important with respect to adjacent land uses. The courts have determined that industrial uses are liable and can be forced to close if they adversely affect surrounding residential uses, even if the new residences were built after the industrial use. Residential encroachment on established industrial areas must be carefully considered with an emphasis on wise land use management techniques.

Community Facilities

Schools - Public schools include five elementary schools (K-6), one junior high school (7-8) and one high school. All of the schools are located within the Sanger Unified School District, which encompasses a large area of southeastern Fresno County. District officials have determined that a new high school and elementary school will be needed to accommodate anticipated growth.

Parks and Recreation - There are approximately 432.4 acres of parks and open space in the Planning Area. This total includes 28.2 acres of developed park land, 17.2 acres of undeveloped park land, 107 acres of school grounds and about 280 acres of unimproved open space. Usable park and recreation land is defined as the total of all developed park acreage plus 50% of those school lands with adjoining sports fields. Utilizing this formula, there are 81.7 usable acres of parks and recreation land within the community. The Environmental Resources Management Element identifies needed park space expansion. A master plan should be done for parks and recreation to identify these areas and their needs.

Government Facilities - Municipal police, fire and administrative services are provided at the Civic Center located between Jensen Avenue and Seventh Street, west of West Avenue. A branch of the Fresno County library and the Community Access Television studio are located adjacent to the Civic Center. A site for a second fire station is proposed in the southeastern industrial area of the City.

Water - The city operates five wells for domestic purposes and supplies water at a rate of about 1.3 billion gallons annually. Per capital water consumption is slightly in excess of 200 gallons per day per year. DBCP contamination has caused the closing of several wells and will continue to be a future problem.

Storm Drainage - Storm water drainage is accomplished through a combination of surface and subsurface drainage facilities. The City is committed to a program of drainage system improvements, and it is not anticipated that significant storm drainage problems will persist in the future.

Solid Waste Removal - The City of Sanger Public Works Department is responsible for solid waste removal. Waste is conveyed to a sanitary landfill site located south of the City on Dinuba Avenue, about a quarter mile west of Academy. In the long-term, waste will be transferred to the American Avenue landfill in western Fresno County.

Sewer/Wastewater Treatment Facilities - The City operates a 3.3 million gallons per day treatment plant southeast of the community on a 300-acre site. The plant does not have adequate capacity for domestic waste flows at projected population levels. In addition, industrial waste flows in recent years, have exceeded the plant's organic loading design capacity. The City must expand the treatment and disposal facilities and correct industrial overloads before substantial additional growth can take place.

Sewage collection mains do not have sufficient capacity to accommodate anticipated population growth. Substantial residential development to the east and to the northeast of the existing urban area would require major trunk line extensions.

Electricity/Natural Gas - Both electricity and natural gas are provided by the Pacific Gas and Electric Company. No significant problems are foreseen in providing continued service to the area.

Telephone - Continental Telephone supplies service to the Sanger area. No difficulties in fulfilling demands for service are foreseen over the next two decades.

3.2 Circulation Element

The purpose of the Circulation Element is to coordinate design and development of facilities used to transport persons and property. This includes automobile, truck, rail, air, transit, pedestrian and alternative modes of transportation.

3.2.a. Objectives, Policies and Standards of the Circulation Element

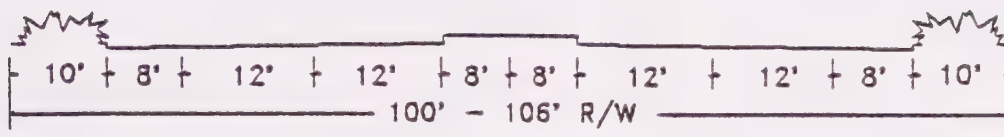
It is the overall goal of the Circulation Element that a transportation network be established which allows efficient and safe movement of people, goods and vehicles through appropriate traffic facilities which meet the needs of the land use plan.

Objective 1: Develop a circulation network of local roads, collectors and arterials that will meet projected traffic needs.

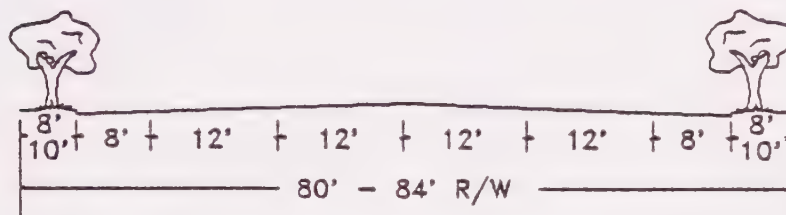
Policies, Standards

- a. Apply consistent standards for new street development, as set forth in figure 3-1.
 - (1) Arterial streets provide through traffic lanes to connect the community at large. Major arterials (those expected to carry 20,000 vehicles per day, or community entrances) shall be developed with a minimum right-of-way of 100 feet, to include four travel lanes, parking, and a landscaped median. Other arterials may be developed within an 84 foot right-of-way to include four travel lanes undivided, with parking.
 - (2) Collector streets primarily carry traffic from local streets to arterials. Collectors are designed with 68 to 80 foot right-of-way widths. The reduced right-of-way provides for 12 ft. travel lanes, parking and a 12 foot center turn lane. Larger width allows four lanes undivided with parking.
 - (3) Local streets carry traffic from individual properties to collector streets. Right-of-way is a minimum of 56 feet which allows two travel lanes and parking. An exception to this standard is 4th Street between 'J' and 'K' Streets which shall be allowed to develop as a one-way local street with one travel lane, one parking lane and a seven foot sidewalk pattern."
- b. Allow alteration or refinement of standards for new street development through the specific plan or planned unit development process where it can be demonstrated that projected traffic flows can be accommodated.

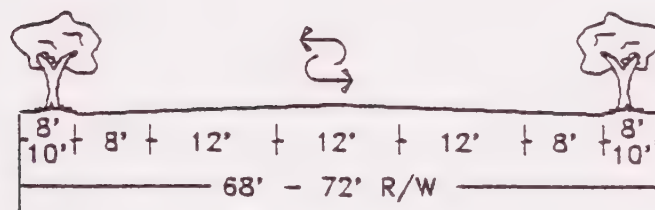
FIGURE 3-1 ROADWAY CROSS SECTIONS



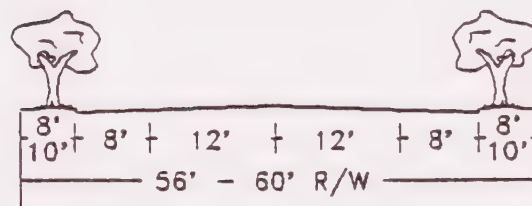
Four-Lane Divided Roadway
(Arterial)



Four-Lane Undivided Roadway
(alternative Arterial standard, Collector)



Two-Lane Undivided Roadway With Turn Lane
(alternative Collector standard)



Two-Lane Undivided Roadway
(Local)

- c. Adopt the official plan line process, as provided for in State Law, as the City's method of protecting rights-of-way for future street improvements and establish official plan lines for all arterial and collector streets included in the General Plan Circulation Element.
- d. Include funds within the Capital Improvement plan for transportation and circulation improvements.
- e. Require minimum design standards for streets, including grade, widths, alignment and public improvement requirements as established in the Street Standards Design Manual and Municipal Ordinances and Codes.
- f. Plan streets and adjacent land uses in a manner which retains options for necessary future expansion.
- g. Designate truck routes for use by heavy commercial and industrial traffic.
- h. Limit conversion of deficient streets into full right-of-way and improved facilities to only those segments of arterials or collectors where high volumes of traffic are expected and either:
 - (1) Joint city-county funding is involved; or
 - (2) Significant contributions of private funds are involved as part of the cost of developing adjacent lands.
- i. Make improvements to the major street system selectively through traffic engineering solutions rather than major structural improvements. This could include signalization, intersection channelization, use of directional signs and diversion of traffic onto under utilized streets.
- j. Consider shared funding with developers for specific transportation improvements.

Objective 2: Establish an efficient circulation system which provides access to all sectors of the City and supports established land uses.

Policies, Standards

- a. Encourage the continued analysis of designating Jensen Avenue as Highway 180.

- b. Encourage a level of Service "C" throughout the circulation network. The Level of Service could be adjusted on specific roadways or intersections where overriding social or economic benefits to the City can be identified.

Objective 3: Maximize the use of site planning techniques to improve traffic safety.

Policies, Standards

- a. Require subdivision and other developments along arterials to back-on to such streets (with ornamental fencing, landscaping and waiver of access), to provide frontage roads with limited points of access to the street, or front deep lots onto the arterial with on-site turn-around.
- b. Discourage direct access to collector streets from residential areas except where physical circumstances do not allow other design solutions.
- c. Permit design standards for minor streets to reduce right-of-way width and paving where innovative approaches to street design are proposed with a planned unit development.
- d. Provide left-hand turn lanes where necessary for access from arterials into high traffic commercial or multi-family developments.
- e. Project design shall reflect options for reducing through traffic on minor streets, and for reducing the number of intersections with collectors and arterials.
- f. Promote design standards which allow for safe and efficient transport, delivery, loading and unloading of goods from service vehicles within commercial and industrial areas.

Objective 4: Minimize the impact of automobile travel on the character of Sanger by promoting the use of alternative modes of transportation.

Policies, Standards

- a. Maintain opportunities for a transit center within the City where alternative transit modes would connect.
- b. Establish a comprehensive bicycle route system with ties to the Fresno County Recreation Trails Plan and the Fresno Regional Bikeways Plan.

- c. Encourage and provide for ride sharing, park and ride, and other similar commuter energy savings programs.

Objective 5: Provide for adequate and safe movement of elderly and handicapped citizens throughout the City.

Policies, Standards

- a. Eliminate physical barriers around public facilities and commercial centers to improve access and mobility of the elderly and the handicapped.

Objective 6: Upgrade and maintain existing transportation corridors to meet urban safety standards.

Policies, Standards

- a. Encourage the development of improved signalization and intersection design.
- b. Utilize traffic control devices such as center medians and/or left turn pockets where appropriate.
- c. Provide adequate street lighting and traffic control devices throughout the City to ensure safe and efficient mobility.

3.2.b. Circulation Plan

The circulation plan shown on the Land Use Map designates arterial and collector streets. All other streets are local streets.

Arterials

Academy Avenue
 Annadale Avenue
 Bethel Avenue
 California Avenue
 Central Avenue
 Jensen Avenue
 Kings Canyon Rd
 North Avenue

Collectors

Almond Avenue	Butler Avenue
Church Avenue	Faller Avenue
Greenwood Ave	"K" Street
"L" Street	Muscat Avenue
Newman/Quality	"O" Street
5th Street	9th Street

The following truck route system is shown on Figure 3-2.

Truck Routes

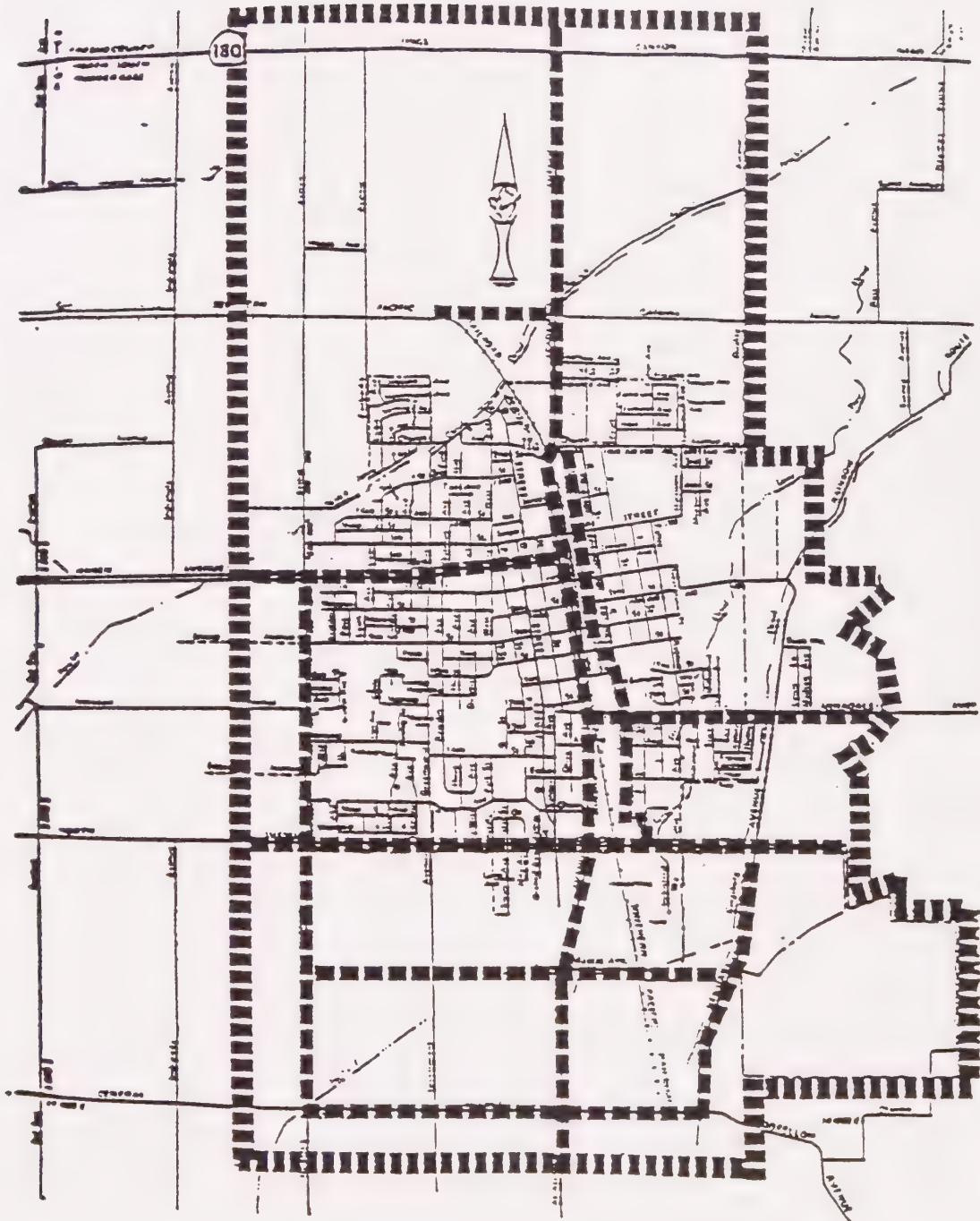
Academy	Jensen
Annadale	Muscat
Bethel	Newmark
California	North
Central	"L" - 10th - "K" - "J"

Capital Improvements Program

A phasing program for circulation capital expenditures should be developed, taking into account projected growth rates and the location of future growth as outlined by the Land Use Element. Transportation improvements including street, bicycle and pedestrian facilities should be studied in conjunction with other major proposed capital outlays.

Associated with the implementation of a Capital Improvements Program is a requirement for analysis of potential new revenue sources in relation to how much can be accomplished with present sources. A cost-revenue analysis, based upon present revenue sources and projected growth rates, can provide an understanding of the amount of revenue available for future operating costs.

FIGURE 3-2 TRUCK ROUTES



Five Year Maintenance Program

In addition to the Capital Improvement Program, the City should establish a 5-year program for maintenance of existing and proposed transportation facilities. At present, the program would concentrate on the existing street network, including street pavement, curb, gutter, sidewalks, signs and traffic signals, landscaping, and lighting. Future maintenance programs could be expanded to include other transportation facilities such as bicycle, equestrian and transit facilities.

3.2c Bikeways Plan

Bicycling is increasing in popularity throughout the San Joaquin Valley. The relatively level terrain and pleasant climate throughout most of the year are conducive to utilizing the bicycle as an inexpensive form of recreation, for healthful exercise and as an alternate mode of transportation. Developing a bikeways network is an important part of providing the Sanger community with diverse recreation opportunities, while encouraging a non-polluting and energy conserving form of conveyance.

The type of bikeways incorporated in a network may be classified according to the definitions found in the California Department of Transportation (CALTRANS) Highway Design Manual.

BIKEWAY

Any road, path, or way which in some manner is specifically designated as being open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are to be shared with other transportation modes.

BIKE PATH (CLASS I BIKEWAY)

A special facility for the exclusive use of bicycles, which is separated from motor vehicle facilities by space or a physical barrier. A bike path may be on a portion of a street or highway right-of-way not related to a motor vehicle facility; it may be grade separated or have street crossings at designated locations. It is identified with guide signing and may also have pavement markings.

BIKE LANE (CLASS II BIKEWAY)

A lane on the paved area of a road for the preferential use by bicycles. It is usually located along the right edge of paved area between the parking land and the first motor vehicle lane. It is identified by "Bike Lane" or "Bike Route" guide signing, special lane lines and other pavement markings. Bicycles have exclusive use of a bike lane for longitudinal travel, but must share the facility with motor vehicles and pedestrians crossing it.

BIKE ROUTE (CLASS III BIKEWAY)

A recommended route for bicycle travel along an existing right-of-way which is signed but not striped.

The Proposed Bikeways Plan, shown in Figure 3.3, provides an overall concept for the establishment of a network of clearly defined, safe, and convenient bikeways connecting major destination points throughout Sanger, as well as, joining regional bikeways.

The street system, railroad rights-of-way and flood control easements found within the City offer many opportunities for the development of bikeways. Four primary inter-city bikeways, linking schools and parks, are proposed as recreation circuits throughout the City.

REGION 1 BIKEWAY

The Region 1 Bikeway begins and ends at Sanger City Park, at 5th and Academy. The bikeway's course takes the rider past Jackson School and near Jenni Park. It coincides with Region 3 Bikeway along 7th street where by Civic Center Park.

REGION 2 BIKEWAY

The Region 2 Bikeway starts at Community Center Park, near Wilson School, on Recreation Way, and Continues east on 8th street to meet with Rainbow Route Road, which continues north to connect with the Kings River Loop Corridor, a Fresno County bikeway. The bikeway makes a loop around the northeast part of town and merges with Region 4 Bikeway at 8th street. From there it returns to the park.

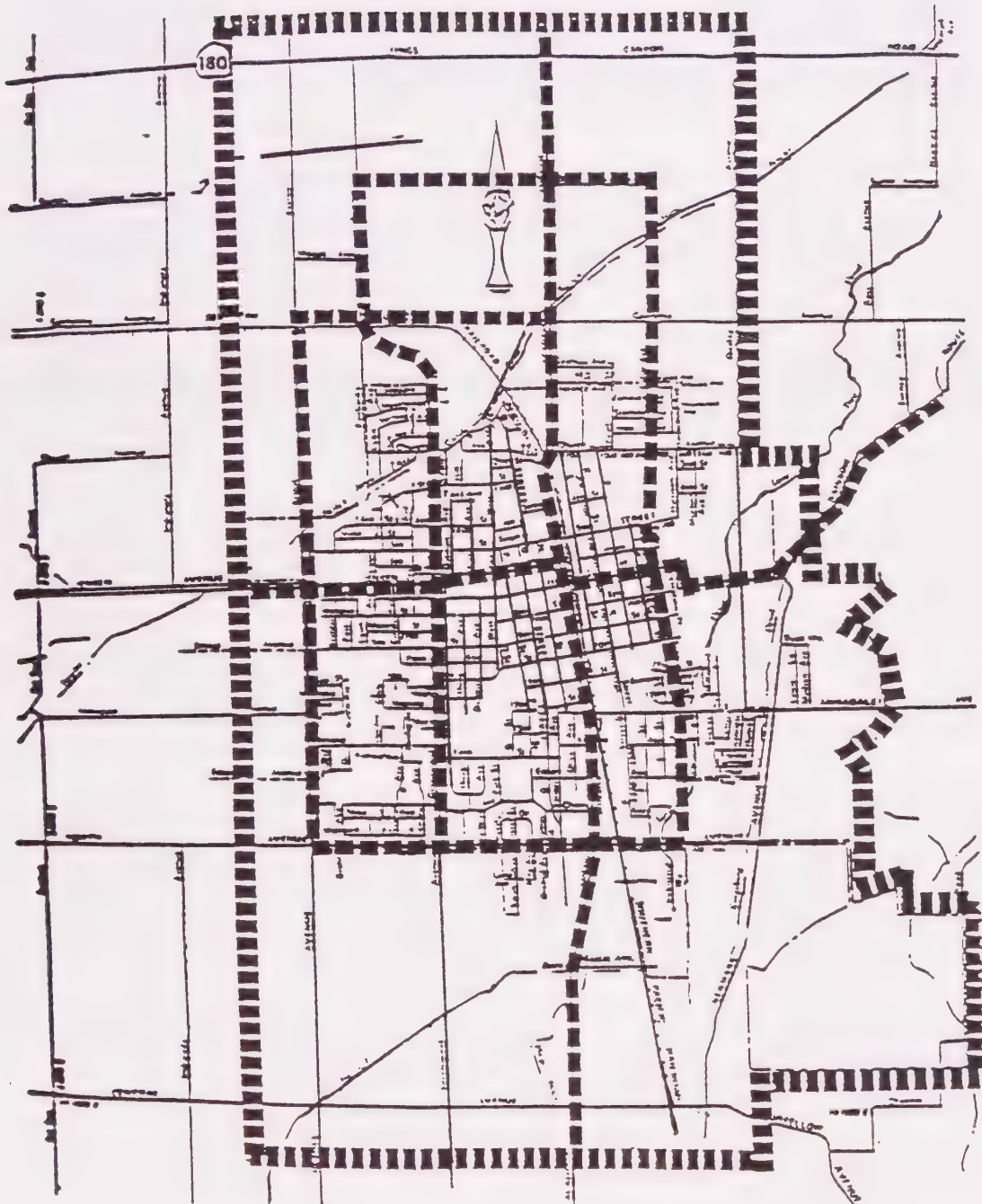
REGION 3 BIKEWAY

The Region 3 Bikeway forms a loop around the southwest quadrant, starting at Greenwood Park at Greenwood and Palm, adjacent to Washington Junior High School. The bikeway proceeds past Arbor Day Park and Sanger High School. On North Avenue it takes a route past Kelly Park. The bikeway travels on Bethel past Rotary Field and Madison School.

REGION 4 BIKEWAY

The Region 4 Bikeway departs Faller Park, at 10th and Faller, and circles the southeast section of Sanger.

FIGURE 3-3
BIKE ROUTES



The inter-city bikeways listed above connect with Fresno County regional bikeways by travelling north on Academy to the Kings River Recreational Trail Corridor, northeast on Rainbow Route Road to merge with Kings River Loop Trail Corridor. These regional bikeways are described in the Regional Bikeways Plan Update, Draft dated January 1991, and are included below.

KINGS RIVER RECREATION TRAIL CORRIDOR

The Kings River Recreation Trail will extend the FMCA Bikeways system from the city limits of Fresno (Fine Avenue) to Clovis Avenue along the McKenzie Avenue alignment. It will then utilize the abandoned railroad right-of-way. The Route will jog north on Clovis Avenue to Belmont Avenue and continue east on Belmont to the Friant-Kern Canal. Next, the canal bikeway crossing at the river will be utilized to join an abandoned railroad right-of-way to Avocado Lake, Pine Flat Lake and the Winton Recreation Area. Any development along the Kings River should include bikeways from the Friant-Kern Route to the Highway 180 Route.

KINGS RIVER LOOP TRAIL CORRIDOR

The route extends from the Manning Avenue Corridor along Newmark Avenue to Rainbow Road connecting the cities of Parlier and Sanger. The route continues north connecting with the Kings River Trail Corridor at Belmont Avenue. The Loop Corridor continues to Piedra Road then south along Highway 180 at Centerville to Reed Avenue, connecting with the city of Reedley and the Manning Avenue Corridor.

MANNING AVENUE CORRIDOR

The corridor is planned along Manning Avenue from the California State Corridor Route (Golden State Boulevard) to the Fresno/Tulare County Line (Hills Valley Road) connecting the cities of Parlier and Reedley. The corridor also makes connections with the Kings River Loop Trail Corridor at Newmark and Reed Avenues.

3.2.d. Existing Conditions and Trends

Existing Street System

The existing street system is composed of arterials, collectors and local streets, each of which provide varying degrees of direct access to abutting property.

The primary function of arterials is to provide efficient through and cross-town traffic. Direct access to abutting property is minimized to maintain free movement of potentially high traffic volumes. Urban arterials typically have maximum design capacities of about 20,000 vehicles Average Daily Traffic (ADT).

Collector streets provide for traffic movement between arterials and local streets. They carry a large share of intra-city traffic. In addition, collectors may serve as truck routes, especially for the delivery and pick-up of goods where arterials do not abut industrial or commercial uses. Collectors typically have a maximum design capacity of 10,000 ADT.

Local streets provide access to abutting land and are designed to minimize through-traffic. Local streets typically terminate at an intersection with collectors or arterials and are frequently curved or terminated in cul-de-sacs. Local streets may have volumes as high as 1,500 ADT, but typically have volumes of less than 1,000 ADT.

The network of streets has a general pattern of arterial streets at approximate one-mile intervals and collector streets at one-half mile intervals in residential neighborhoods and one-quarter mile intervals in commercial areas. Alleys also provide access to older commercial and residential properties.

Jensen, Bethel, Academy, North and Annadale Avenues are major inter-city transportation routes. These roadways connect Sanger with other nearby communities and regional highways. Through local, county and state cooperation, it is proposed that Academy Avenue be developed as the major through route connecting Highway 99 to State Highways 180 and 168.

Traffic Conditions

A valid indicator of traffic conditions is the volume-to-capacity ratio on major streets. The volume-to-capacity ratio is used to qualify the "level of service." The following table summarized generally accepted levels of service and the type of traffic conditions characterizing each.

TABLE 3-3

Levels of Service and Characteristic Traffic Conditions

<u>Volume-to-Capacity Level of Service</u>	<u>Traffic Ratio</u>	<u>Conditions</u>
A	0.0 - .35	Free Flow
B	.36 - .50	Stable Flow
C	.51 - .75	Stable Flow
D	.76 - 1.0	Unstable Flow
E	Greater than 1.0	Forced Flow

Source: Highway Capacity Manual, Highway Research Board, 1985.

The highest volume-to-capacity ratios in the City exist on Academy between Church and Annadale Avenues and on Jensen and 7th Streets in the downtown area. These roadways provide LOS "C" (stable flow), which allows adequate and efficient circulation. Bethel, Greenwood, Jensen, Annadale and Academy Avenues have portions which provide LOS "B". All other roadways provide LOS "A".

Parking

Parking for residential and new commercial uses is provided on-site or by on-street space. Combined shopper and employee-generated parking demand at peak hours in the downtown sometimes exceeds the 800 available off-street and curbside spaces. Similarly, industrial employee parking demand exceeds the availability of paved off-street parking space at several of the community's older industrial sites.

Rail Transportation

Both passenger and freight service are available to local residents. Southern Pacific operates a branch line through Sanger which provides freight service. Passenger rail service is provided by AMTRAK at the Fresno terminal.

Air Transportation

Air transportation is provided at the Fresno Air Terminal in Fresno and at the Reedley Municipal Airport. Both of these facilities provide freight transportation; passenger service is available at the Fresno terminal. Reedley Municipal Airport serves general aviation aircraft, while Fresno supports commercial air carriers, as well as a full range of general aviation services.

Bicycle Travel

Bicycle traffic comprises a small proportion of the total traffic in the City of Sanger. There is no designated bike route system; streets are used by cyclists on a random basis. The Council of Fresno County Governments has designated routes within the City for intra-city circulation. These routes are reflected in the Bikeways Plan portion of the Circulation Element. Bikeways of regional significance are also addressed in the Bikeway Plan.

Truck Traffic

Truck traffic is heaviest on Jensen, Academy, North and Bethel Avenues, and on "K" and "L" Streets. Much of the truck traffic in Sanger is related to local businesses and industries and may be difficult to control without imposing restrictions on route use by local businesses.

Traffic Generation

Typically, different types of land uses generate different levels of traffic and have different impacts on the circulation system. Table 3-4 shows anticipated average daily traffic generated by land use type and the most efficient type of collector and arterial grid system to serve such traffic. The grid pattern frequencies listed are based on maintenance of at least a level of service "C".

Analysis of potential impacts of full development in accordance with the land use plan discloses no critical design deficiencies in the City's circulation system, although Jensen Avenue between Greenwood and Academy Avenue, Academy between Church and Annadale Avenues, and 7th Street between "O" Street and Academy, which are at or near the stable-flow design limit, may experience some occasional congestion due to anticipated increases in traffic.

Proposed transportation corridors will be reviewed during the entitlement review process to ensure mitigation of identified impacts. In association with this review, the City may consider alternative alignments which could satisfy transportation needs while reducing the significance of these impacts.

TABLE 3-4
Traffic Generated by Land Use

<u>Type of Land Use</u>	<u>ADT per Acre</u>	<u>Arterial grid frequency (miles)</u>	<u>Collector grid frequency (miles)</u>
Single-family residential (0-11 per acre)	60	one	one-half
Multiple-family residential (11 or more per acre)	150	one	one-quarter
Commercial	1,200	one-quarter	one-eighth
Industrial (light)	50	one	one-half
Public facilities			
City Park	60	one	one-half
High School	200	one-half	one-quarter
Elementary	90	one	one-half
Civic center	450	one-half	one-quarter

October 22, 1992

3.3 Housing Element

The Housing Element required by Section 65580 of the California Government Code is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying housing needs, adopting goals and policies, and providing programs to meet these needs, local government may be more effective in dealing with the housing needs of its residents. The element includes extensive documentation of housing needs and characteristics. The full text of the Housing Element is a free-standing document which has been approved by the City Council as part of the General Plan. The following summary highlights the population and housing characteristics, and housing needs and programs as identified in the Housing Element.

3.3.a Community Profile

Sanger's population in 1990 was 16,839, exceeding the 1984 Housing Element projection of 15,039. Sanger is plagued with a near 20 percent unemployment rate, the fourth highest rate among Fresno County cities. The City's population is largely Hispanic. In 1980, 66 percent of Sanger's residents were Hispanic; but by 1990, this percentage had risen to 73 percent. Due to this increase, 93.5 percent of the population growth between 1980 and 1990 was Hispanic people.

3.3.b Housing Profile

Most housing in the City is Single Family Residential units but multi-family units are becoming an important component. Sanger's housing stock consists of 70 percent Single Family dwellings. The number of Multi-Family Residential units rose 40 percent in contrast to the 21 percent rise of Single Family homes.

During the last decade there was a 20 percent increase in total households (1,055) and a 34 percent increase in population, creating a larger average household size. Due in part to the traditionally large Hispanic household, the average household size rose 5 percent in the last decade to 3.47 persons per household.

Sanger's vacancy rate was listed at 2 percent by the 1990 Census, far lower than the 6 percent "healthy" rate. This low rate is a direct result of an insufficient supply of housing units.

3.3.c. Projected Housing Needs

Projections in the Housing Element indicate that the population of Sanger will expand from the 1990 population of 16,839 to at least 18,332 by 1996 and perhaps as much as 25,000 by the year 2000. This population increase will result in the formation of many new households for which housing will be required.

Households in need of housing assistance are defined as those households in the very low, low, and moderate income groups which pay over 25 percent of total income for housing. A projected need for housing assistance for 1,364 households is identified for the Sanger area by 1996. The 1990 existing need for Sanger is 1,224 households. The growth component of the City's Housing Assistance Need is an additional 140 households by 1996. Very low income renter households account for about half of this housing assistance need.

The new construction need is the total number of new housing units required to house the projected population increase by 1996. This is identified as 501 units which is divided into income groups as follows:

Very Low Income-----	158 Households
Other Low Income-----	126 Households
Moderate Income-----	119 Households
Above Moderate-----	276 Households
 Total-----	 679 Households

A Housing Quality Survey conducted in 1990 found that 80 percent of the single family housing units to be of standard condition. Of the remainder, 13 percent were in need of minor repair, six percent were in need of major repair, and less than one percent (25 units) were considered to be dilapidated and perhaps unfit for occupancy.

3.3.d Residential Land Resources

Currently within the city limits, Sanger has a total of 253 acres of vacant land suitable for future residential development. Zoning regulations give that land capability of housing 4,560 people. Outside Sanger's city limits and within the Sphere of Influence, 1,153 acres of residentially designated land exist, sufficient to house an additional 17,540 people. The residential land resources within the city limits should prove sufficient to support the expected continuing growth in population to 1996, but additional area must be annexed soon thereafter.

3.3.e. Goals, Objectives, and Policies of the Housing Element

The housing goals, objectives and policies set forth in this Element are intended to serve as general policy guidelines for the City of Sanger. Consistent with State and National housing objectives, these goals, objectives and policies reflect a commitment to provide a decent home and suitable living environment for every individual and family. The goals of the Housing Element are as follows:

GOAL I

To develop through public and private channels, sufficient new housing to insure the availability of affordable housing for all households in Sanger.

Policies

- Facilitate the use of federal or state programs in development of new housing consistent with identified housing needs and adopted plans and programs.
- Accommodate and encourage development of a full range of housing types within the City.
- Continue to negotiate with the County to achieve a tax-sharing agreement that will direct urban development to the city and allow annexations to proceed.
- Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing supplies.
- Promote balanced, orderly growth to minimize unnecessary developmental costs adding to the cost of housing.

Objectives

- Construction of 679 new dwelling units by 1996 to include 476 single family residences and 203 apartment units.

GOAL II

To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and it's environment.

Policies

- Provide that new housing be constructed in accordance with design standards that will ensure the safety and integrity of each housing unit.
- Encourage application of community design standards which will provide for the development of safe, attractive, and functional housing developments.
- Manage new residential development to minimize adverse impacts on the area's natural resource base and overall living environment.

Objective

- Maintenance of community design and improvement standards that will provide for the development of safe, attractive, and functional housing developments and residential environments.

GOAL III

To provide for a choice of housing locations for all residents.

Policies

- Review and update Sanger's General Plan on a regular basis to ensure that growth trends are accommodated.
- Encourage the development of various types of housing opportunities in the City.

Objective

- Designation of sufficient land for residential development and residential reserves to provide 200 percent of the land required for new development through 1996.

GOAL IV

To maintain and improve the quality of the existing housing stock and the neighborhoods in which it is located.

Policies

- Monitor the quality of the housing stock to maintain a current inventory of all substandard housing units.
- Provide for the removal of all unsafe, substandard dwellings which cannot be economically repaired.
- Encourage development of sound new housing on vacant land within existing neighborhoods which have the necessary service infrastructure.
- Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock.
- Manage development of land within and adjacent to existing neighborhoods to avoid potentially adverse impacts on the living environment.
- Encourage the use of available public and private housing rehabilitation assistance programs in areas where such action is needed to insure preservation of the living environment.
- Facilitate maximum utilization of federal and state programs which can assist lower-income homeowners to properly maintain their dwelling units.

Objectives

- Rehabilitation of an annual average of 17 dwellings for very low and other low income households, through 1996.
- Conservation of all existing dwellings for very low-, low-, and moderate-income households through 1996.

GOAL V

To promote equal access to safe and decent housing for all economic groups.

Policies

- Encourage enforcement of fair housing laws throughout the City.
- Support programs which increase employment and economic opportunities.

- Development of a range of housing types for all income levels in close proximity to existing and planned employment centers in an effort to achieve a jobs-to-housing balance.
- Encourage full utilization of federal and state housing assistance programs which can enable those persons with unmet housing needs to obtain decent housing at prices they can afford.
- Implement development and resource management policies which do not raise the cost of housing beyond the reach of lower-income households.
- Develop record-keeping methods to track the City's accomplishments in meeting it's New Construction Need allocation according to income group.
- Develop record-keeping methods to track the City's accomplishments in meeting it's non-market rate housing need allocation.
- Determine appropriate zone districts for siting emergency shelters and transitional housing services.

Objectives

- Provide housing assistance to 22 existing households (two percent of the existing needy low and very low income households) and to 171 new households (all new needy low and very low income households) by 1996.
- Provide Homeowner assistance annually to an average of 91 very low and other low income households through 1996.
- Provide Rental assistance annually to an average of 84 very low and other low income households by 1996.

GOAL VI

To promote energy conservation activities in all residential neighborhoods.

Policies

- Development of policies and regulations to achieve a high level of energy conservation in all new and rehabilitated housing units.

- Utilization of federal and state programs which assist homeowners in providing energy conservation measures.

Objective

- Amend City ordinances to promote energy conservation.

3.3.f. Five Year Action Plan

The Housing Element contains an adopted five-year program of actions necessary to achieve stated goals and policies. Many of these actions can be accomplished at the local level, whereas others require state or federal action including funding of various housing programs.

The major emphasis of these housing programs is to assist low and very low income households through programs financed by Redevelopment Agency Housing Set-aside funds. Although some moderate income households are also in need of housing assistance, a much greater impact can be made with the limited resources available to the City by focusing on lower income households. Rehabilitation of existing substandard units is another focal point of the action plan.

October 22, 1992

3.4 Environmental Resources Management Element

The Environmental Resources Management Element (ERME) brings together four mandatory elements of the General Plan into a single functional element. The elements are: Conservation, Open Space, Safety, and Noise. The ERME also provides the broad policy framework to aid the City in determining whether a proposed public or private project is likely to have a "significant effect" on the natural environment under provisions of the California Environmental Quality Act.

For convenience, policies within the ERME are divided into the following open space classification system.

1. Open Space for Managed Resource Production, including agricultural lands and lands for mineral production, unique geologic features, wildlife habitat, and lands to protect water resources.
2. Open Space for Health and Welfare including lands to improve airshed quality and areas required for the control of noise from urban activities.
3. Open Space for Public Safety.
4. Open Space for Outdoor Recreation, including neighborhood and community parks and scenic and recreation travel corridors.

3.4.a. Objectives, Policies and Standards of the ERME

Open Space for Managed Resource Production

Objective 1: Preserve agricultural land resources within the Sanger Planning Area for continued agricultural production.

Policies, Standards

- a. Assure the continuation of agricultural production as an important economic activity.
- b. Discourage the premature, unnecessary and wasteful conversion of prime agricultural land to urban uses.

- c. Require that new residential development be contiguous to existing urban development.
- d. Use urban improvements and service extensions into agricultural areas as a means to control the timing and direction of fringe development.
- e. Request that the County of Fresno establish exclusive agricultural zoning designations in all areas not designated for urban uses on the General Plan.
- f. Encourage the increase of densities where appropriate to reduce the amount of agricultural land needed for urban expansion.
- g. Preserve the Kings River bottom area as open space because of existing soil characteristics and its value for recreation, scenic, fish, wildlife, and mineral resources.

Objective 2: Preserve and enhance fish and wildlife resources and habitat.

Policies, Standards

- a. Manage fish and wildlife resources so that degradation does not result from changes in land use.

Objective 3: Protect water resources within the Sanger area to provide sufficient quantities of good quality water.

Policies, Standards

- a. Continue regular water bacteriological and chemical analysis.
- b. Protect areas of natural groundwater recharge from land uses and disposal methods which would degrade water quality.
- c. Expand programs to recharge the groundwater supply.
- d. Approve no development in the City unless the development is served by the City sewer system.
- e. Water conservation methods should be continued.

Open Space for Health and Welfare

Objective 4: Improve air quality to meet State and National Ambient Air Quality Standards.

Policies, Standards

- a. Assist and cooperate with local, state, and federal agencies to improve and maintain air quality.
- b. Review proposed projects to reduce negative air quality impacts.

Objective 5: Enhance environmental quality by controlling and reducing the adverse effects of noise.

Policies, Standards

- a. In order to maintain an acceptable noise environment, the following maximum acceptable noise levels are established for various land use designations.

<u>Land Use</u>	Daytime <u>L₅₀*</u>	Nighttime <u>L₅₀</u>	Daily <u>Exterior</u>	<u>L_{dN}</u> <u>Interior</u>
Urban Residential & Noise Sensitive Receivers**	55	50	60	45
Urban Commercial	65	60	--	--
Urban Industrial	70	70	--	--

*L₅₀ - Exterior sound level exceeded 50% of the total time.

** Schools, parks, hospitals, and rest homes.

- b. Areas subject to an L_{dN} greater than 65 dBA are identified as noise impacted. Within noise impacted areas, the City shall evaluate the noise impact on development proposals. Mitigating measures, including but not limited to the following, may be required:
 - (1) Setbacks, berms, and barriers.
 - (2) Acoustical design of structures.
 - (3) Locations of structures on the property.

- c. Project design shall consider elements necessary to minimize adverse noise impacts on surrounding land uses and mitigate impacts existing noise might have on the proposed development.
- d. The design of proposed transportation facilities shall incorporate measures, as necessary, to mitigate increases in noise levels.
- e. To mitigate excessive transportation noise, the City shall:
 - (1) Designate truck routes where appropriate.
 - (2) Limit vehicle speeds where appropriate.
 - (3) Encourage enforcement of California Motor Vehicle Code Standards relating to noise emission levels and muffler systems.
 - (4) Maintain awareness of State and Federal standards or legislation relating to noise and lend support or criticism as appropriate.
 - (5) Develop a program designed to reduce railroad noise in residential and noise sensitive areas.
- f. The City shall develop an effective noise control program that includes:
 - (1) An ordinance
 - defining acceptable noise levels based on land use
 - setting forth monitoring methodology and determination of violations
 - defining exemptions and variance procedures
 - delineating enforcement and abatement procedures
 - (2) A public information program to inform City residents of the impact of noise on their lives.

Open Space for Public Safety

Objective 6: Ensure that natural and man-induced hazards are adequately addressed in the location and intensity of development in the City.

Policies, Standards

- a. Promote the use of innovative site planning to avoid on-site hazards and minimize risk levels.
- b. Establish a 5-minute, or 2.5 mile, response program to urban uses throughout Sanger for fire protection services.
- c. Establish minimum fire flows of 500 gallons/minute for a duration of one hour for all subdivisions, based on the Insurance Services Office Grading Schedule.
- d. Adopt zoning ordinance amendments providing for increased yard spaces and/or wall development for light and heavy industrial uses deemed hazardous or detrimental to public safety, especially those businesses processed as conditional or special uses.
- e. Consider seismic and public safety concerns in the environmental review process.
- f. Implement a regional emergency operations plan, incorporating a uniform emergency operations procedure under guidelines of the California Emergency Services Act.
 - (1) Incorporate evacuation routes into the emergency operations plan.
- g. Implement an inspection program of old and new unreinforced masonry structures.
- h. Ensure that disaster planning for the City includes hazardous waste management policies.

Open Space for Outdoor Recreation

Objective 7: Provide a variety of recreation services and facilities conveniently located and designed to meet the needs of residents of the Sanger area.

Policies, Standards

- a. Develop park space based on a standard of 2.5 acres/1,000 population for neighborhood parks and 1 acre/1,000 population for community parks.

- b. Parks shall be designed to be safe from crime, easy to maintain, aesthetically pleasing, and readily accessible to users.
- c. Use a multiple-use concept in the development of new parks and recreation facilities where applicable.
- d. Continue the joint cooperation of the City and Sanger Unified School District to combine park and school facilities when feasible.
- e. Seek the development of a city-wide multiple use recreation facility.
- f. In accordance with state law, require the dedication of land or deposit of funds for park acquisition and development as a condition of residential development.
- g. Acquire or reserve land for parks and recreation facilities in advance of the development of an area.
- h. Distribute parks and recreation facilities throughout the entire City, with accessibility to all City residents.
- i. The size and location of future facilities as indicated on the General Plan Map are intended to be flexible and to be adapted to a specific area's needs and characteristics.
- j. Emphasize improvement and further development of existing facilities prior to the development of additional recreational facilities.

Objective 8: Protect and enhance scenic resources within designated scenic roadway corridors, particularly along Academy Avenue, Central Avenue east of Academy Avenue, and Jensen Avenue, west of Academy Avenue.

Policies, Standards

- a. Cooperate with other local jurisdictions in the creation of a regional scenic highway network.
- b. Adopt as local scenic roads those portions of Academy Avenue, Jensen Avenue and Central Avenue, as discussed within the scenic corridor section of the ERME.

- c. Utilize the Development Review process to ensure that all development proposed adjacent to scenic routes is compatible with the views and aesthetic features within these corridors. This review shall include design considerations such as sign control, appropriate setbacks, landscaping and structure design and scale.
- d. Develop a priority list for undergrounding utilities taking into consideration the scenic routes system as one criteria for determining priority.

3.4.b. Existing Conditions

Agricultural Land

Approximately 2,580 acres, or 62% of the land within the Sanger Planning Area, are in agricultural uses. The majority percentage of this agricultural land is comprised of Class I and II, or prime agricultural soils. Principal crops grown include grapes, fruit and nut trees, and citrus. Class I and II soils are found in abundance to the north, south, and west of the urbanized area of Sanger. Class III soils have limitations that reduce the choice of plants and are found primarily east of the urbanized area, adjacent to Collins Creek.

The Williamson Act provides an important tool to set aside agricultural preserves. Agricultural land can be placed in preserves for a minimum 10-year period during which time the acreage is assessed according to its value for agriculture rather than its market for alternative uses.

A city has the option to protest inclusion of land within an agricultural preserve if the land is within one mile of its city limits. By lodging the protest, the city maintains the option of canceling the agricultural preserve contract upon annexation to allow expansion of planned urban development.

Because most of the Sanger Planning Area is made up of prime agricultural land, it is unlikely that urban expansion can occur without some conversion of prime agricultural land. Non-prime soils (Class III) are found primarily east of the urbanized area; while this factor might indicate a desirable direction for future development in terms of agricultural quality, other environmental constraints may restrict urban development in that location. The City must exercise caution to ensure that areas to be urbanized are well chosen so as to have the least possible adverse effect on continued agricultural use. This implies control of new development with respect to direction and timing of fringe expansion.

Fish and Wildlife Resources

The California Native Plant Society's publication Rare and Endangered Vascular Plants in California (1980) lists species of plants in Fresno County presumed to be extinct, endangered, rare, or with undetermined status. According to that document, none of those species are found in the Sanger Planning Area. Only small segments of native vegetation are still found, primarily along the banks of the Kings River and along the channel of Collins Creek. A substantial stand of oak trees and riparian vegetation are found within the abandoned portions of Collins Creek on the City's sewage treatment site. This vegetation cover represents an important wildlife habitat.

The California Department of Fish and Game in its publication, At the Crossroads: The Rare and Endangered Animal Species in California (1980), does not list any rare or endangered species of fish or wildlife in the general area of Sanger.

Distribution of wildlife is limited due to the intensity of agriculture and urban development, both of which restrict the number and size of natural habitat areas. Typical of the agricultural environment are various small mammals including mice, ground squirrels, rabbits, and opossums, as well as medium-sized predators such as gray foxes and coyotes. A variety of birds are found in this area, particularly where orchards dominate. Sparrows, robins, crows, valley quail, ringnecked pheasants, and dove are common to the project study area. Predatory species, including owls and hawks, are also relatively common in the Kings River area.

The Kings River habitat is host to a large variety of wildlife species, in addition to those found in agricultural areas. Besides species listed previously, various snakes, lizards, frogs, occasional raccoons and bobcats, and innumerable forms of bird life such as wood ducks, flycatchers, merganser ducks, woodpeckers, and blackbirds are found in the bottom lands surrounding the river. The Kings River has a variety of fish life, including catfish, bass, bluegill, and trout.

Mineral Resources

There are no mineral extraction operations or known mineral resources within the Sanger Planning Area.

Water Resources

The Kings River meanders through the Sanger area approximately two miles east and southeast of the community. The major impoundment on the Kings River is Pine Flat Reservoir, constructed in 1954 by the Army Corps of Engineers. Pine Flat Dam

substantially reduces the frequency and magnitude of downstream flood damage and regulates seasonal runoff to meet irrigation demands in the Valley.

Downstream from Pine Flat Dam, the Kings River enters a series of irrigation canals which divert water to numerous agricultural users. Three principal canals divert water from the Kings River into the Sanger area. They are the Fowler Switch Canal, the Kingsburg Canal, and the Lone Tree Canal. The Kings River Water Association is responsible for control of flow and distributes available water each year according to a predetermined schedule of operation.

Flooding

Pine Flat Dam provides a high degree of hydraulic control over the Kings River. In 1972, a study by the Army Corps of Engineers determined the boundaries of flood zones along the Kings River in the Sanger area. The study determined that only portions of the sewage treatment plant site lie within the overflow limits of both the 100-year and most severe reasonably possible flood. The flooding which occurred during the winter of 1968-69 is comparable to a 100-year intensity storm.

Groundwater

Under present conditions, groundwater is recharged mainly from streamflow percolation and from return of surface water used for irrigation. Groundwater flows in a general east-west direction, but the natural flow pattern has been modified by centers of heavy groundwater extraction. The depth to groundwater in Sanger varies from 0 feet, near the river bottom, to approximately 30 feet, according to groundwater contour maps prepared by the Department of Water Resources.

The City of Sanger obtains its domestic water supply from the underlying groundwater basin. Statistical data regarding annual domestic water consumption is provided in the following table.

TABLE 3-5

City of Sanger Annual Water Consumption

<u>Year</u>	<u>Total Consumption (billions of gallons)</u>	<u>Per Capita Consumption (gpcd)</u>
1970	1.28	222
1971	1.16	188
1972	1.20	200
1973	1.22	204
1974	1.29	222
1975	1.20	195
1976	1.32	221
1977	1.26	203
1978	1.29	222
1979	1.45	230
1980	1.32	221
1981	1.23	204
1982	1.13	182
1983	1.17	189
1984	1.33	222
1985	1.26	203

gpcd = gallons per capita per day

Source: City of Sanger well records

Sanger has experienced DBCP contamination of City wells. In the past, five of ten wells have been taken out of production. As lower DBCP standards are adopted, the City must prepare plans for mitigation including costs and funding.

Growth of the City will substantially increase water consumption and fire flow requirements. It will be necessary to develop additional wells and to provide storage for fire flow.

Air Resources

The quality of the air resources in Sanger is primarily influenced by regional factors. The San Joaquin Valley Air Basin is approximately 250 miles in length and 120 miles in width and extends from the crest of the Sierra Nevada, down across the Valley floor, to the crest of the Coast Range.

Air quality in the San Joaquin Valley is first determined by the amount of pollutants introduced into the air, and secondly, by the weather. Because the air basin is bounded by mountains, it is sometimes subjected to prolonged temperature inversions.

The combination of light winds and ample sunlight are conditions which lead to a very high potential for contaminant buildup.

Existing air resources in Fresno County and Sanger do not meet National Ambient Air Quality Standards in all locations or in all types of pollutants. Fresno County has the highest level of average-emissions from organic gases, particulate, and carbon monoxide in the San Joaquin Valley Air Basin. When air quality standards are exceeded for a significant amount of time, some eye and respiratory irritation results and plant damage can be expected to occur.

The automobile is the primary source of pollution. The Environmental Protection Agency has shown that the traffic generated between 6:00-9:00a.m. has the most crucial effect on ambient oxidant pollution concentrations. Therefore, commuters to the Fresno area add to the overall problem. City driving also increases emissions due to stop-and-go driving patterns, and the often low, inefficient speeds driven.

Noise

The Noise Element defines specific noise generators and resulting noise levels and their impacts. The Noise Element, along with its implementing ordinance, establishes standards and policies necessary to achieve and maintain acceptable noise exposure levels throughout the community.

California Government Code Section 65302 requires a noise element of each jurisdiction and stipulates that noise be identified in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include:

- (1) Highways and freeways
- (2) Ground rapid transit systems
- (3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

Noise contours may be expressed in any standard acoustical scale which includes both the magnitude of noise and frequency of its occurrence. The recommended scale is sound level A, as measured with the A-weighting network of a standard sound level meter. Noise contours shall be shown in minimum increments of five decibels and shall be continued down to 65 dBA. For regions involving hospitals, rest homes, long-term medical or mental care, or outdoor recreational areas, the contours shall be continued down to 45 dBA.

Conclusions regarding appropriate site or route selection alternatives or noise impacts upon compatible land uses shall be included in the General Plan.

Characteristics of Noise. Noise is defined as any unwanted sound. Hearing is the result of sound waves striking the eardrum and causing it to vibrate. The major aspects of sound are: the source of the vibration, the transmission of the vibration, and the perception of the vibration. Sound waves have two major dimensions: frequency (or pitch) and amplitude (or intensity).

Frequency is expressed in terms of "cycles per second" or "Hertz" and is measured by the number of sound waves passing a point in a given period of time. Amplitude is a measure of the height or depth of sound waves, and its dimension is the decibel (abbreviated dB). A decibel is a relative quantity based on human hearing; the reference level for the decibel scale, 0 dB, is the weakest sound which a person with very good hearing can detect in a quiet place. Technically speaking, the decibel scale is measured in logarithmic units rather than linear units; an increase from 50 to 60 dB represents a ten-fold or 1,000% increase in sound pressure intensity. The human ear, however, perceives an increase from 50 to 60 dB as doubling, or a 100% increase in loudness.

A number of measurement scales have been developed to describe noise and to account for human response. These scales define noise exposure or the integrated effect of a number of different noise levels with varying time durations. The techniques used in the noise element are Day-Night Average Sound Levels (L_{dn}), and the level exceeded 10% of the total time (L_{10}). Sound-level meters, which measure loudness, weigh the intensity of sound waves on one of three scales: A, B or C. The A-scale is used in State and local ordinances because it provides a better indication of loudness and annoyance as subjectively experienced by the human ear.

The most pronounced physiological effect of excessive noise is hearing impairment. Noise-induced hearing loss raises an individual's hearing threshold, which is the degree of loudness at which he first begins to hear. Hearing loss is dependent on noise level exposure, duration, frequency of exposure to the noise, and certain elusive qualities which make some people more susceptible to noise-induced hearing loss than others.

Noise plays a key role in sleep interference and creation of physiological stress reactions, reactions that humans often suffer while not recognizing the cause. Noise is capable not only of arousing a sleeping individual, but can produce sub-aroused states of sleep that result in physiological fatigue the following day. Physiological stress reactions that occur in noisy environments often result from frustration that occurs when noise interferes with, or distracts from some other activity. These reac-

tions are manifested in such ways as anxiety, constrained and explosive rage, irritability, and energy-draining tension.

Existing Conditions. Sanger is bisected by the Southern Pacific Railroad with most development occurring west of the tracks. Industrial use parallels the railroad on the east side, creating a potential noise impact on adjacent residents. Railroad operations are also a major noise generator. Facilities which may potentially create noise impact to sensitive receivers in addition to the railroad are major traffic arterials, stationary sites such as the packing houses along Academy Avenue, and the southeast industrial park.

A comprehensive community noise survey was conducted to provide base information. Noise conditions were monitored at stationary (industrial) sites specified as possible noise impact areas. In addition, noise conditions were determined around critical receivers such as hospitals, convalescent homes, parks, and schools throughout the community. All of these sites have been mapped and contour lines developed for major noise generators. Projected contour lines for major transportation routes throughout the City and surrounding area were also developed. The noise contour maps are on file with the City of Sanger

Table 3-6 summarizes the survey results. The column dBA L_{10} refers to the level of noise exceeded 10% of the time; dBA L_{50} is the level of noise exceeded 50% of the time. The only critical facility affected by a major transportation source -- the Southern Pacific Railroad -- is City Park located at Academy and 5th Street. The impact would be minimal due to noise attenuation provided by existing structures located along the railroad and the limited number of trains during daylight hours. In addition, housing located east of the railroad right-of-way may be affected. The L_{10} 65 dBA contour lies approximately 175 feet east of the tracks. Fortunately, the total number of daily operations is not great, averaging four trains during daylight hours and two trains at night. Care should be taken, however, to minimize disturbance either by requiring greater setbacks from the railroad right-of-way or by requiring stricter development standards within the contour to prevent disturbances, particularly during nighttime hours.

TABLE 3-6
NOISE SURVEY RESULTS

Land Use	Location	Date	dBA		Comments
			L ₁₀	L ₅₀	
Park	Academy & 5th	7/15/74	60.1	54.3	--
Convalescent	Tait & 5th	7/15/74	59.6	--	Construction Hospital
Jackson School	Hill & 3rd	7/15/74	51.5	45.0	--
Sanger Hospital	Jensen Avenue	7/15/74	66.3	58.3	Traffic Noise is high L ₁₀ & L ₅₀
Taft School	DeWitt & 7th	7/16/74	60.4	48.8	Garbage Truck Lawn Mower
Convalescent Hospital	Brehler & 9th	7/16/74	54.8	47.4	--
Washington	Cottle & 9th	7/16/74	54.5	48.4	--
Sanger High	"P" & 10th	7/16/74	54.3	47.7	--
Lincoln School	"P" & 14th	7/16/74	57.7	47.5	--
Lincoln Park	"P" & Cherry	7/16/74	56.8	46.9	Airport Approach
Madison School	Cherry Avenue	7/16/74	45.0	45.0	--
Greenwood Park	Greenwood & Palm	7/17/74	51.2	45.0	--
Wilson School	Faller & 7th	7/17/74	54.3	47.9	--
Jefferson School	Tucker & Millwood	7/17/74	50.0	45.0	--
Industrial	Annadale & "K"	7/17/74	69.4	63.8	--
Industrial	Industrial Park	7/17/74	49.7	45.0	--

Source: Fresno County Environmental Health Service

A secondary concern is from noise along major streets. Academy between 5th and 7th Street has the highest hourly traffic volume in the City. During the peak hour, the L₁₀ 65 dBA contour extends 400 feet on either side of the roadway. Because the nearest residence is more than 400 feet distant, no significant noise problems for residents living near this area are expected.

Two industrial sites were monitored. A packing house at Annadale and "K" generated an L₁₀ level of 69.4 dBA 100 feet south of the source. Existing buildings and other industrial uses to the east will provide a buffer to residential uses. The second site

within the southeast industrial areas is not yet developed and exhibited noise levels typical of a rural area.

The noise survey and analysis revealed that no residential areas or noise sensitive receivers are impacted by levels greater than recommended in the policy section of the Noise Element.

To properly plan for mitigation of adverse noise effects necessitates a comprehensive community noise control program and a community noise control ordinance. The purpose of the noise control program and the noise control ordinance is to ensure the protection of the health and well-being of community residents. It is generally agreed that sounds are intrusive and annoying, but most people are not aware that a great deal of everyday noise can be harmful to their health. Noise control is an important element in the maintenance of a high quality environment in any city.

Open Space for Public Safety

The Safety Element of the General Plan combines the Seismic Safety and Public Safety Elements. The Seismic Safety Element was previously adopted by the City of Sanger and is incorporated herein, by reference. Seismic safety concerns hazards such as susceptibility to surface ruptures from faulting, ground shaking and ground failures, and potential for mudslides, landslides and slope instability. Because of Sanger's remote distance from known earthquake faults, and its flat topography, there is little potential for loss of life, serious injury or property damage resulting from seismic events.

The public safety aspects of the safety element seek the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping.

Open Space for Outdoor Recreation

There are approximately 432.4 acres of park and open space land in the Sanger Planning Area. Of this total, there are 28.2 acres of parks, 17.2 of undeveloped park land, 107 acres of land in school grounds, and 280 acres of open space along the Kings River. The location and inventory of public recreation land at parks and schools within the planning area are provided in Table 3-7 and Table 3-8.

TABLE 3-7

EXISTING PARK LAND AND OPEN SPACE

PARK/LOCATION	FACILITIES	ACRES
1. Jenni Park Jenni & Brehler	Undeveloped/Basin	5.0
2. Sanger City Park 5th & Academy	Park, playground,	5.0
3. Civic Center Park 7th & DeWitt	Playground	0.4
4. Pearl Street Park Peal & Sterling	Undeveloped/Basin	8.8
5. Community Center 730 Recreation Wy	Community Center, pool park, playground	3.4
6. Greenwood Park Greenwood & Palm	Park, playground, basin	5.0
7. Arbor Day Park 10th & 'P'	Park	0.4
8. Rotary Field Cherry & Bethel	Sports Fields, park, basin	5.0
9. Lincoln Park Cherry & 'P'	Park, playground	5.0
10. Kelly Park North & Swan	Undeveloped/Basin	5.0
11. Faller Park 10th & Faller	Sports field, park, playground, basin	5.0
TOTAL PARK OPEN SPACE		45.5

TABLE 3-8

EXISTING SCHOOL OPEN SPACE

SCHOOL/LOCATION	FACILITES	ACREAGE
1. JACKSON SCHOOL 3rd & Hill	Play Area	8.7
2. Wilson School 7th & Faller	Play Area	9.6
3. Taft School 7th & DeWitt	Play Area	3.8
4. Washington Junior High School 9th & Cottle	Play Area	15.6
5. Sanger High School 19th & 'P'	Play Area	37.2
6. Madison School Cherry & Bethel	Play Area	15.0
7. Lincoln School 14th & 'P'	Play Area	7.9
8. Jefferson School Annadale & Tucker	Play Area	9.2
TOTAL SCHOOL OPEN SPACE		107

Sanger residents also have access to several regional, state, and federal parks within a short driving distance. Located within one hour driving time are Kings Canyon and Sequoia National Parks, Lake Millerton State Park, Pine Flat Reservoir, and many mountain lakes and streams.

The National Recreation and Park Association has established park standards for urban communities. For neighborhood and community parks, the standards call for 5 acres/1,000 population (2.5 acres/1,000 for each category). In developing standards for Sanger, it is noted that the rural setting adds much to visual and passive recreation

enjoyment. The nearby regional and state parks, school grounds and the larger lot single-family nature of the community all meet a portion of recreational needs. As a result of these factors, the local standard for neighborhood parks is established at 2.5 acres/1,000 population while the standard for community parks is 1 acre/1,000 population.

Following are definitions of park space in Sanger. The following page presents typical examples of each open space type:

Greenway: Area includes space along streets, roads, powerlines, railroads, and channels for use of hike, bike, and walking trails. Areas should include passive rest area.

Mini Park: Specialized young children's park, usually found near higher density areas where no other leisure facilities are located. Includes small amount of play equipment, sheltered shady area with seating for adults and limited landscaping. Size requirement is from .5 to 1 acre.

Neighborhood Park: Planned and developed to the specific needs of a neighborhood area, the park should be designed as to compliment surrounding areas with a combination of activity areas, passive or quiet areas, and landscaping. The park should convey an open space feeling.

Some facilities which should be included are a children's creative play area, multi-use game courts (basketball or volleyball), open turf, picnic facilities, lighting, security, and off-street parking (if acreage permits). The service radius should be 1/2 mile. Size requirement is from 2-5 acres, depending on the needs of the neighborhood.

Neighborhood Park/School: The neighborhood park/school combines educational facilities with recreational facilities. Play apparatus, game courts, off-street parking, rest rooms, multi-purpose rooms, and athletic fields may be provided by the school and made available to the public. The park portion should be developed with passive recreational opportunities for the neighborhood and may include picnic areas, play equipment, shaded shelter, benches, and landscaping. Site requirements for the park are generally not more than three acres when in conjunction with a school site.

Community Park: Designed to serve the recreational needs of many neighborhoods, the community park usually serves drive-on traffic as opposed to walk-on traffic characteristic of neighborhood parks. The community park should be

designed to accommodate parking and large numbers of people during peak use periods.

Community parks should include large children's creative play apparatus, including an area for pre-school children. Picnic facilities should be provided for both large group and individual family use with shelters to accommodate large groups. These parks should also provide large open space areas for unsupervised free play. A community building with meeting rooms, a kitchen, multi-purpose room, and offices should also be considered at all community parks. Additional provisions could include a senior citizen's center, tennis courts, or an outdoor concert area.

Community parks should serve a maximum of 20-30,000 people and cover 20-30 acres. Service radius should be 2-3 miles.

With a current 1990 population of 16,839 persons, the neighborhood park standard of 2.5 acres/1,000 persons indicates a need for 36.75 acres compared to the current 28.2 acres; the community park standard indicates a need for 16.8 acres within a community park (1 acre/1,000 persons). For growth to in the year 2000 at 25,000 population, 62.5 acres of neighborhood park facilities are indicated (a 34.3 acre increase), as well as development of a 20-40 acre community park. For the planning period, 73.9 acres of park space should be developed.

Table 3-8 3-9 shows proposed park improvements and acquisition and development requirements to the year 2000. The facilities listed in this table are numbered to correspond to site locations indicated on figure 3-4.

TABLE 3-9

PROPOSED PARK LAND AND OPEN SPACE

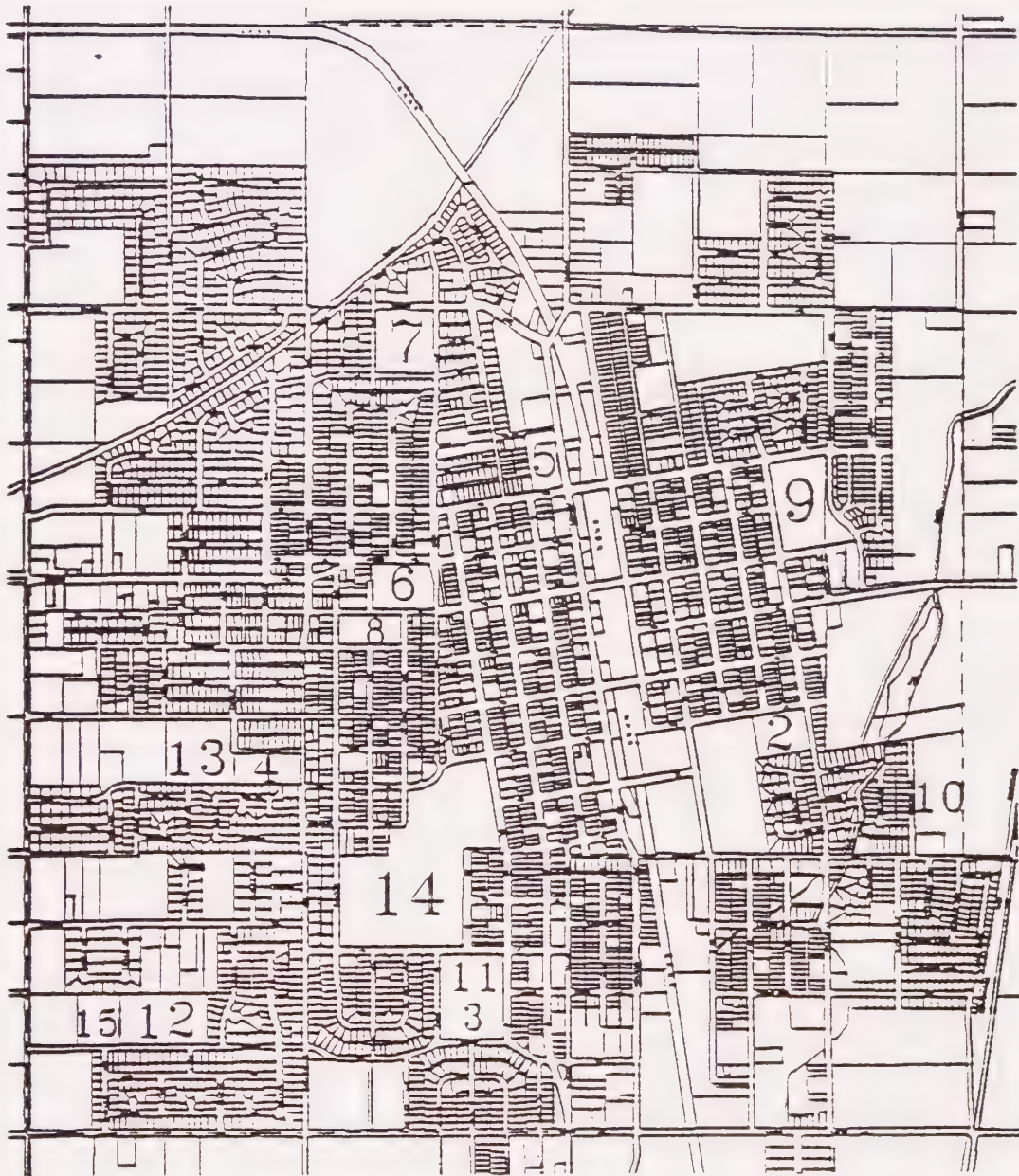
	FACILITY	ACRES	PROPOSAL	LOCATION
1.	Jenni Street Park	5.0	Improvement/Basin	Jenni & Brehler
2.	Neighborhood Park	5.0	Development	Florence&Greenwood
3.	Sanger City Park	4.1	Improvement	5th & Academy
4.	Civic Center Park	.4	Improvement	7th & DeWitt
5.	Neighborhood Park	5.0	Development	Butler/Quality
6.	Pearl Street Park	7.2	Development/Basin	Pearl & Sterling
7.	Expand Community Ctr	5.0	Development	8th & Harrison
8.	Community Ctr Park	3.4	Improvement	Recreation & 8th
9.	Greenwood Park	5.0	Improvement	Greenwood & Palm
10.	Arbor Day Park	.5	Improvement	10th & 'P'
11.	Rotary Field	4.5	Improvement/Basin	Cherry & Bethel
12.	Lincoln Park	4.0	Improvement	Cherry & 'P'
13.	Kelly Park	10.0	Improvement	North & Swan
14.	Faller Park	5.0	Improvement/Basin	Faller & 10th
15.	Neighborhood Park	5.0	Development	Tucker & 11th

The distribution of recreational land within the community is as important as the total amount required according to population ratios. Developed recreational facilities are concentrated primarily in the central, eastern, and southwestern sections of Sanger with only limited facilities available in the northeastern and northwestern areas.

Within the northeastern and northwestern sections of Sanger, just north and south of Church Avenue, residential development is beginning to occur. To meet the needs of existing and future residents, a neighborhood park will be needed in each area. As indicated on Figure 3-4, future park sites are shown as general locations to service the two areas shown north of California Avenue in future growth areas.

Storm water detention basins may be developed as parks to serve as multi-use facilities. Where possible, it is also desirable to locate parks adjacent to schools. In this case, the size of the park can be downscaled to support active recreation on the school grounds. Plans for school facilities in north Sanger are not yet firm. To the greatest extent possible, plans for park development should be coordinated with school expansion plans of the Sanger Unified School District.

FIGURE 3-4
EXISTING RECREATIONAL
OPEN SPACE



To meet recreational needs of the City, a 20-30 acre community park should also be developed. The park should be designed for passive and active recreation needs as well as a gathering place for special events such as outdoor group meetings, large-scale picnics, or concerts.

Scenic Corridors

Land within a scenic road corridor is generally subject to some form of development control relating to outdoor advertising, site design, and architectural compatibility. The purpose of scenic corridor policy is to provide for the establishment and protection of scenic roads. The following terms are used:

State Scenic Highways are segments of State Highways that the Legislature has included in the State Master Plan and the Director of Caltrans has officially designated as such at the request of local government.

County Scenic Highways are segments of county highways through unincorporated areas that the Director of Caltrans has officially so designated at the request of the County.

A road may be designated on the county general plan as a scenic highway although it has not received official designation by the State. In this case, the county develops its own criteria for designation and protection of the scenic corridor.

Local Scenic Highways are segments of state highways or local roads the local government feels are of scenic significance. While scenic highways have traditionally run through natural open space areas, they can include routes that pass through interesting or unique urban sites.

A scenic road corridor is the area of land generally adjacent to and visible from the road which requires measures to protect scenic qualities.

The City does not have designated state or county scenic highway within its boundaries. In order to identify and protect local scenic highways, criteria should be reviewed to classify potential routes. The state does not list specific criteria other than that the route must have "natural scenic merit" or "outstanding natural scenic beauty" and that the local jurisdiction must adopt a program to protect and enhance the scenic appearance of the corridor.

The county does not list specific criteria for determining whether a roadway qualifies for county scenic highway status. The only requirements are the objectives and policies established in the county's Scenic Highway Element. These objectives and policies pertain to the identification, development, and maintenance of scenic amenities along roads and highways within the County.

In the absence of other guidelines, the following criteria are used in Sanger. In order to be designated a local scenic highway, a route must meet two or more of the following criteria: (a) appear on the State Master Plan of Scenic Highways; (b) provide access to major recreation areas and areas containing recognized scenic and/or historical sites; (c) connect major recreational, scenic and historical areas; (d) have visually pleasing views of natural topographic features and/or vegetation; (e) be an extension of routes shown on scenic highway elements of other city plans; or (f) be an entry route to the city.

After review of the major transportation corridors within the City, it was determined that the following roads exhibit qualities and/or characteristics which merit their designation as local scenic roads:

- (1) Academy Avenue
- (2) Jensen Avenue, west of Academy Avenue
- (3) Central Avenue, east of Academy Avenue

The following measures should be considered for land uses adjacent to these roadways: (a) regulation of land use which may include density and/or the intensity of development; (b) detailed land and site planning; (c) control of outdoor advertising; (d) careful attention to and control of earthmoving and landscaping; and (e) the design and appearance of structures and equipment.

October 22, 1992

3.5 Community Design Element

The Community Design Element addresses the interrelationships of people and the City in terms of scale, visual pleasure, sense of community and well being. It provides a mechanism to strengthen and define Sanger's identity for residents and visitors alike. The element is not intended to be prohibitive. Rather, it identifies opportunities to enhance the character and livability of Sanger and provides design guidelines to achieve such aims. It is intended that a private/public dialogue be established whereby creative and innovative design solutions are realized within the City.

3.5.a. Objectives, Policies and Standards of the Community Design Element

Objective 1: Define and enhance the identity of neighborhoods in the City.

Policies, Standards

- a. Promote the introduction of distinctive landscape treatments, signage, and entry statements in residential areas.
- b. Encourage the strengthening of neighborhood edges through strategic location of open space/recreational buffers, use of distinctive street trees/streetscape designs, and changes in residential products/forms.
- c. Encourage formation of a focal point/activity center for each residential neighborhood.

Objective 2: Improve the diversity and quality of housing in the City.

Policies, Standards

- a. Encourage innovative site planning and housing designs.
- b. Promote the mix of housing product types and site planning features within larger residential developments.
- c. Encourage use of varied setbacks, lot orientation, and placement of dwelling units.

- d. Discourage the overuse of repetitious dwelling unit designs and site planning features.

Objective 3: Promote the interaction of new residential development with the existing community.

Policies, Standards

- a. Design and promote the downtown as a focal point and activity center for the entire City.
- b. Ensure that new residential developments are adequately linked to the existing community by streets, sidewalks, and bikeways.

Objective 4: Improve or remove negative visual elements within residential areas.

Policies, Standards

- a. Rehabilitate or demolish dwelling units in need of major repairs consistent with policies of the Housing Element.
- b. Pursue removal of vehicles on residential property which are abandoned, unregistered or in a state of disrepair.

Objective 5: Improve the appearance and condition of commercial facilities in the City.

Policies, Standards

- a. Ensure that all new commercial developments contribute towards an overall positive and cohesive visual identity.
- b. Consider the inclusion of appropriate existing commercial areas into the redevelopment plan area.
- c. Promote rehabilitation of appropriate commercial sites and investigate funding opportunities for rehabilitation/remodeling of small businesses.

- d. Promote commercial signage which consolidates advertising for commercial outlets and presents a cohesive thematic pattern.

Objective 6: Consolidate strip commercial uses into functional commercial units.

Policies, Standards

- a. Promote replacement of individual store parking lots with shared parking areas whenever possible.
- b. Promote coordinated structure setbacks, re-orientation of business entrances, thematic landscaping, minimized curb cuts and consolidation of entrance/exit locations during rehabilitation/redevelopment of commercial areas.

Objective 7: Consolidate industrial uses along the Academy Avenue corridor and continue coordinated industrial development in the area south of North Avenue.

Policies, Standards

- a. Buffer adjacent residential land uses from industrial uses through site planning and landscaping features.
- b. Maintain, through the development review process, standards established for the Southeast Industrial Area.
- c. Ensure that all industrial development is attractive and high quality design to enhance the image of the City.

Objective 8: Provide a unifying and distinctive streetscape throughout the City.

Policies, Standards

- a. Promote visual continuity of trafficway through coordinated landscape plantings, lighting, and street improvements which reinforce the hierarchy of the street system.

- b. Promote a citywide street tree and median planting program which enhances views and is scaled in relationship to the function of the roadway. Landscaped areas should be located and designed to maintain views for traffic and pedestrian safety.
- c. Ensure adequate landscaped buffers are provided between trafficway and sidewalks.
- d. Provide for streetscape treatments at activity nodes and major decision-making points which use changes in paving materials and lighting, accent plantings and thematic signage to reinforce their importance.
- e. Establish a streetscape maintenance program which addresses the plant materials and landscape features.
- f. Consider introduction of sculpture elements to the streetscape at major activity nodes.
- g. Establish coordinated and distinctive signage, accent plantings, and paving materials for entries into the City.

Objective 9: Remove visually disruptive elements from the street system.

Policies, Standards

- a. Pursue the undergrounding of utilities.
- b. Ensure that all signs are compatible with the overall streetscape design including the redesign/removal of signs which are disruptive elements.

3.5.b. Historical Context

Sanger historically has been a rural/agricultural community. As the City of Fresno grew, Sanger remained a community of rural residential character. Attractions included large amounts of open space, uncrowded conditions, and relatively inexpensive land and housing.

Beginning in the 1950's, tract housing was introduced to the City. This suburban type of development has, to some degree, changed the rural lifestyle and social makeup. Not uncharacteristic of growing cities, Sanger does not project a strong positive image and lacks definition of neighborhoods or identifiable districts within the City. Sanger

is not without design assets, however. In fact, the City exhibits a wealth of features that establish a strong community character.

In summary, Sanger is experiencing some difficulty, from a community design perspective, with a transition from its rural heritage to a more urbanized community. To take advantage of existing design opportunities and improve negative features, the City must establish a clear direction for the future. In this way, transition can take place in both an orderly and purposeful manner and achieve the community design objectives established as part of this plan.

3.5.c. Needs Assessment

Residential

There are four primary housing types in the City: (1) older, small homes were built as part of the original townsite and exhibit a wide variety of design but with minimum on-site improvements; (2) new tract housing is generally located on standard subdivision lots with improvements typical of urban development; (3) multi-family units are also relatively new segments in the housing stock; and (4) mobile homes make up a small portion of the housing stock in Sanger.

Sanger's residential areas lack distinction and clear delineation of neighborhoods and districts. In essence, residential boundaries are not formed by the selective creation of residential nodes, but are formed by physical barriers. This reduces the potential association of newer housing with the heritage of Sanger.

Older housing does not have a uniformity with regard to site planning features. These residential areas have variable setbacks, lot orientations, and design styles. Conversely, newer tract housing exhibits uniform treatments and little diversity with regard to site planning and architectural characteristics. Tract homes can be described as pleasant but not distinctive.

The Housing Element assessed housing to be in relatively good condition overall. In fact, over 90% of the housing units were found to be structurally sound. One negative feature of many neighborhoods is the parking of cars in some state of disrepair on residential lots. Although not pervasive, such conditions indicate poor owner/renter attitudes towards their property and contribute to a negative image of the community.

In summary, residential development could benefit from stronger neighborhood identities and distinctive community design treatments. Treatments that can improve the livability of a neighborhood include a system of neighborhood pocket parks for open space, discouraging through traffic on residential streets, and buffering of adjacent non-residential uses.

Future residential development in Sanger will have to respond, in terms of design and product types, to changing market conditions and decreasing availability of building sites with minimum constraints. An increase in diversity of product types in the City (estate lots, zero lot lines, condominiums) will provide more opportunities for distinctive high quality development as well as increased housing choices.

Commercial

Commercial uses are highly visible and play an important role in establishment of an image and identity. With increasing viability, commercial enterprises lend more economic stability to the community. Three basic types of commercial development are found in the City: (1) community shopping centers are consolidated commercial areas with supermarket "anchors"; (2) strip commercial outlets are typically small storefronts which are freestanding and oftentimes unrelated to adjacent areas; and (3) the downtown is the central commercial and financial center of the community.

Although the size of commercial centers varies, in the context of scale, they all fall within the community level. The largest center covers approximately 12 acres with about 15 tenants. The centers along Academy Avenue are oriented, in large part, toward servicing community needs as well as the needs of automobile traffic. Strip commercial uses are characterized by small, individual freestanding storefronts oriented along Academy Avenue. Collectively, in terms of scale, they form a relatively low intensity commercial corridor.

The newest commercial center at Academy and 4th Street is the best local example of distinctive architectural treatment, thematic signage and adequate landscaping. Older centers fall short of creating a positive image because of uncreative architectural design, inadequate landscaping and lack of sign control.

Strip commercial outlets are characterized by undistinguished architecture, lack of landscaping and numerous curb cuts which all contribute to a rather haphazard pattern of site development. The proliferation of signs detracts from appearance of these outlets.

The appearance of older commercial centers and many strip commercial outlets has not been maintained at a level which reflects positively on Sanger. Structural features and landscaping are two areas where improvements are needed to upgrade existing conditions. In contrast, newer community commercial centers are well maintained and contribute positively to the overall image of the City.

Remedial design treatments for older commercial areas are necessary to improve appearance and function. The success of such programs will be founded on strategies that increase the overall viability of freestanding strip commercial outlets and deteriorating commercial centers. Sign control, landscaping requirements, and site planning standards are methods that can be used to improve appearance and function of commercial sites.

Sanger should protect the positive design features found in new commercial centers along Academy Avenue and utilize some of these features to establish commercial development design strategies for the entire corridor. Along Academy Avenue, industry is intermixed with commercial and residential uses. More recent industrial development south of North Avenue is consolidated in an industrial park. Academy Avenue industrial uses offer a wide variety of building styles, lot configuration and site features whereas the southeast area exhibits a more consistent planned industrial concept. Age of industrial structures is the key factor regarding present condition and appearance. The Academy Avenue industrial area exhibits a wide variety in terms of conditions.

Older, less cohesive industrial development along the Academy Avenue corridor presents a mix of positive and negative features. Needs relate to consolidation of uses, upgrading structure conditions, site maintenance, and introduction of landscaped buffers and thematic signage.

New industrial development south of North Avenue provides comprehensive site planning and distinctive architectural treatments. As this area continues to develop, the City will promote continuity in site planning and architectural features.

Trafficway

Academy Avenue dominates the circulation pattern and identity. Academy influenced initial development areas in the City to be located west of the Southern Pacific Railroad. Jensen Avenue is the only limited access "highway" within Sanger. As such, it provides regional service.

Both Academy and Jensen are of significantly greater scale, based on service capacities, than the balance of streets that serve Sanger. Both streets are wide with no median strip divider. Features such as landscaping, street furniture, and thematic signage are generally lacking although there are notable exceptions related to new commercial development. Academy and Jensen are major entry points to the City. Secondary entry points include Annadale and North Avenues. None of these entryway are well defined nor do they establish a strong identity statement.

The streetscapes of Sanger should provide a well-defined hierarchy based on the function and level of service of each trafficway. This provides a comprehensive, understandable system that provides for public safety and ease of movement throughout the City. Sanger exhibits sporadic use of unifying features such as street furniture, lighting, enriched paving, street tree plantings, and distinctive edge treatments. Academy and Jensen Avenues present the most significant opportunity for a unifying streetscape. However, these corridors now exhibit inconsistent design features, many of which contribute to confusion and negative images of the City. Street entries into Sanger need to be enhanced and strengthened. Traffic control improvements, as well as introduction of cohesive streetscape design, are needed.

Related to the need for improved entries is the need for distinctive design treatments at major activity centers. For example, the Civic Center Complex, major intersections and large commercial developments should be highlighted by streetscape treatment that reinforces these areas as major activity nodes.

3.5.d. Development Review Procedure

The objectives and policies established by the Community Design Element should be used to assist the City in the development review process; they also provide a framework for developers in preparing plan submittals that address community design objectives.

The City should consider the use of incentives offered to developers to achieve high quality/innovative design. The incentives could take the form of zoning flexibility, provision of public improvements, or low interest loans. In this way, a public/private partnership can be formed that, among other purposes, achieves community design goals.

Zoning

The zoning ordinance can be used to implement design objectives and policies on a parcel specific basis. Adoption of the General Plan will require a comprehensive review and update of zoning regulations to insure that provisions are consistent with the Community Design Element.

Redevelopment/Development Incentives

The City has an adopted Redevelopment Plan which establishes procedures and funding mechanisms to establish properties. As part of the redevelopment process, the Community Design Element will be utilized to provide overall redevelopment design objectives, policies, and guidelines.

Implementation

CHAPTER 4

IMPLEMENTATION

General Plan Amendment

The General Plan is a long-term plan for orderly growth of the City. The Plan, however, is a combination of a Land Use Map, showing specific allowed uses, and a set of governing policies. The policies define the City's objectives and guide future growth; the map is the specific implementation of those policies, showing what is felt to be the best overall land uses for the community. However, it is only one of many possible choices. Certain specific conditions unique to a particular parcel of land may suggest a better use and if such change is beneficial for the community, an amendment should be considered. Amendments should meet the following guidelines:

- be consistent with the policies and intent of the adopted General Plan.
- be within the capacities of the public facilities plan, or contain an agreement for developer financing of excess facility costs.
- be compatible with adjacent existing and planned land uses.
- comply with all provisions of subdivision and zoning ordinances, development standards, and other City development documentation.

General Plan amendments will follow a prescribed review process, with scheduled amendment cycles, format, and project data requirements.

Preparation of Specific Plans

Specific plans can be required as a basis of implementing important policy issues in the General Plan, or further defining development requirements in major locations. The plan defines locations where specific plans are suggested to assure integrated development patterns for major new land use areas. These plans can be completed by the City, or required of developers at time of application for entitlements.

Development Regulations

Zoning and Subdivision Ordinances

These ordinances provide the requirements for modifications to land use and site design. The subdivision ordinance carries out the requirements of the state Subdivision Map Act and local steps in the review and approval process. The zoning ordinance provides adopted City standards for development of a site with a given land use designation. It defines the zone districts allowed in the City, the uses permitted within those districts, and major development standards. It also contains procedures for other entitlements such as site plan review and conditional use permits.

Building, Housing, and Fire Protection Codes

Up-to-date building, plumbing, and electrical codes are important measures toward avoiding further expansion of blighted housing conditions. These codes establish minimum standards for structural strength, plumbing and electrical installations, and fire protection.

The housing code is a means of securing proper light and ventilation, basic sanitary and heating equipment, and minimum space requirements for occupancy. The housing code will assure gradual upgrading of older homes and prevention of the spread of blight.

Development and Design Standards

While development standards for each zone district are included in the zoning ordinance, additional standards are required to manage the quality of future growth. These standards define the normal requirements for street and sidewalk patterns, fences, and such supporting detail. They also provide the requirements for land use matters not covered by the zoning ordinance, such as landscape setbacks and standards for special uses or bike path standards. These standards should be reviewed and updated routinely and applied carefully to each development application.

Capital Improvements Program

The City provides service to the people and regulates certain activities for the common good. Therefore, the most important decisions of the City will be those which determine which services will be provided, and which level of standard of service should prevail. The framework for the systematic provision of needed public services is provided by the capital improvements program.

The capital improvements program provides a priority list of public improvements which will be needed over a five-year period. From this list, projects are selected and recommended to the City Council for inclusion in the annual budget. Each year the program is extended an additional year to maintain the five year perspective. Financial data, including revenue estimates, capital project costs, and costs of operation and maintenance once projects are completed, become a vital part of the program.

The fiscal impact of new development on public facilities must be clearly defined, with the intention that the cost of extension of public facilities be offset by the development proposed.

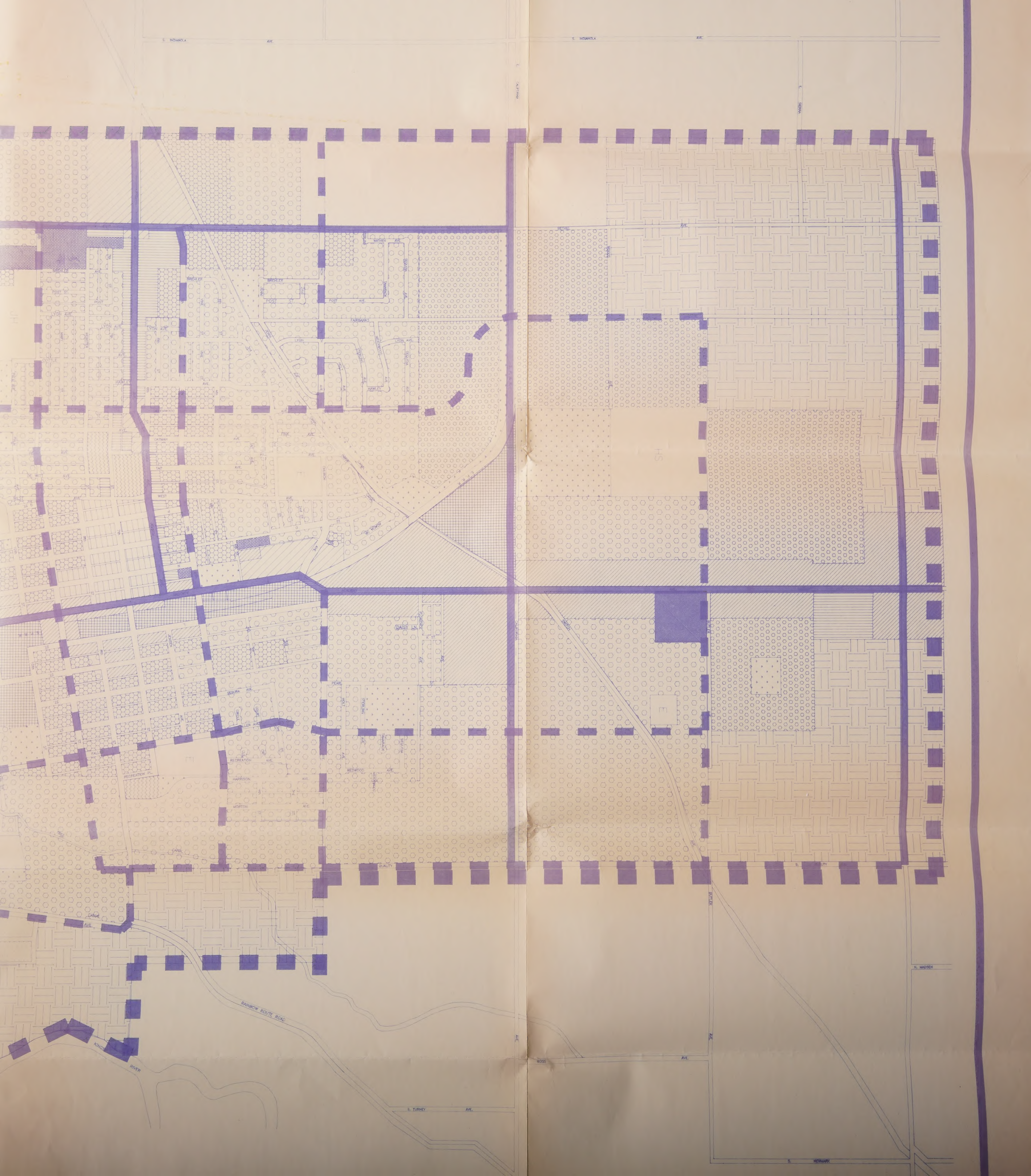
General Plan Interpretation

In the administration and interpretation of the General Plan, it must be understood that the entire text of this report and the Land Use Map which accompanies it constitutes the Sanger General Plan. While the Land Use Map probably will be referred to most frequently by the public, the map cannot be interpreted without referring to the text.

When questions of interpretation arise, the City Planning Department should prepare written interpretations for review with the Planning Commission and City Council. Over time, these interpretations will constitute a body of opinion and a record for consistent application as the Plan is carried out. Written interpretations will also be valuable to the process of annual review of the General Plan, providing the basis for possible amendments which require public hearings and adoption.

The word "general" is a key to understanding the nature of policies and proposals of the General Plan. It implies overall agreement on major questions without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies adjustment of policies and proposals as changing conditions may dictate.

A properly administered General Plan demands that reasonableness be applied to permit flexibility, variation, and adjustment as long as the integrity of basic policies is maintained. However, any changes in policy or of proposals by law must result only from careful study. Such study must be made independent of pending applications for controversial development proposals, temporary fiscal problems, and other "matters of the moment." The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprises, and the public at large.



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